

SAN FRANCISCO PUBLIC LIBRARY



3 1223 06155 3831

5<sup>th</sup> closed

L12



*San Francisco Public Library*

GOVERNMENT INFORMATION CENTER  
SAN FRANCISCO PUBLIC LIBRARY

REFERENCE BOOK

*Not to be taken from the Library*

GOVERNMENT INFORMATION CENTER  
SAN FRANCISCO PUBLIC LIBRARY

AUG 19 2002



SF  
A30  
#1  
1966-1967  
C.2

San Francisco  
Adult Probation Department

DOCUMENTS

SEP 24 1968

SAN FRANCISCO  
PUBLIC LIBRARY



ANNUAL REPORT

1966 - 67



## SUPERIOR COURT

Alvin E. Weinberger, Presiding Judge

CRIMINAL DIVISION - Judge Harry J. Neubarth  
Department 22  
Presiding Judge

Judge Carl Allen  
Department 21

Judge Francis McCarty  
Department 23

Judge Joseph Karesh  
Department 24

## MUNICIPAL COURT

Elton C. Lawless, Presiding Judge

### CRIMINAL DIVISION

Judge John A. O'Kane  
Department 9

Judge Leo R. Friedman  
Department 12

Judge Harry W. Low  
Department 10

Judge S. Lee Vavuris  
Department 14

Judge Lawrence S. Mana  
Department 11

Judge Donald B. Constine  
Department 15

Judge Gerald J. O'Gara  
Department 16





## ADULT PROBATION BOARD

Raymond Blosser  
Vincent J. Callan

Adolph Pierotti  
Kendrick Vaughan

Rev. Matthew Connolly  
John D. Kavanaugh, Chief Adult Probation Officer

### Supervising Adult Probation Officers

Warren T. Jenkins

Margaret Connolly

### Senior Adult Probation Officers

Joseph C. Akzam  
Robert O. George  
Manfred H. Jang  
Herbert Leebhoff  
Grant Mickins

Robert D. Nicol  
William W. Putnam  
Natalie Rodriguez  
T. Wallace Takiguchi  
Mary Yates

### Adult Probation Officers

Kermit Alexander  
William T. Beirne  
Miles R. Bowman  
Joseph C. Coates  
Michael R. Coleman  
Francis H. Fong  
Florence Frappier

Herbert S. Fung  
Steve Genis  
Frank R. Gibson  
Allen Griswold  
Joseph P. Halligan  
Rolf G. Hermann  
Thomas M. Job  
Yook L. Lee

Kenneth J. McCarthy  
David O. Melton  
Lawrence Mitchell  
Marvin R. Pugh  
Steven A. Renfro  
Perry Schwartz  
Irving Scott

### Accountant

Harry M. Parmley

### Senior Clerk-Stenographers

Lois A. Carey

Beverley Daniel

Justina K. Mannix

### Clerk-Stenographers

Clare Argall  
Mary E. Carlson  
Joellyn Chuck  
Marjorie A. Heise

Edna R. Kunz  
Lena Newman  
Edna E. Smith  
Tove I. Stein

### Transcriber-Typist

Annice White

### Account Clerk

A. Ross Mackriss

### General Clerk Typist

Mildred R. Parker

### Clerk

Mary E. Walshe



Digitized by the Internet Archive  
in 2012 with funding from  
California State Library Califa/LSTA Grant

<http://archive.org/details/annualreport19661971sanf>

## INDEX

	<u>Pages</u>
Letter of Transmittal	1 & 2
Nalline Clinic	3 & 4
County Parole Board	5
Superior Court	6 & 7
Financial Statement	8
Chart I - comparisons of collections	9
Chart II - comparisons of caseloads	10
Offenses - on which probation was granted and probation denied	11
Revocations & Investigations	12
Marital Status and Miscellaneous Statistics	13
General Statistics & Information on new cases received	14
Superior Court - statistics	15
Municipal Court - statistics	16



# CITY AND COUNTY OF SAN FRANCISCO

ADULT PROBATION DEPARTMENT

HALL OF JUSTICE

880 BRYANT STREET, ROOM 200

AREA CODE 415 PHONE 553-9111

ZIP No. 94103

JOHN D. KAVANAUGH

CHIEF ADULT PROBATION OFFICER

PLEASE REPLY TO

PROBATION OFFICER

REFERS TO

## TO THE HONORABLE JUDGES OF THE SUPERIOR AND MUNICIPAL COURTS:

Herewith is submitted the Annual Report of the Adult Probation Department for the fiscal year 1966-1967.

A review of the costs of maintaining the Adult Probation Department over the past seven years shows that the Department is practically self-sustaining, not alone in the amount of money refunded to the General Fund of the City and County of San Francisco, but also the fact that a large number of probationers are supporting themselves and their families instead of being a burden on the Community.

During the past fiscal year on the authority of Court order, \$1,375,706.00 was collected. Of this amount, \$1,041,114.00 was collected for Child Support. \$151,536.00 in restitution was collected for the benefit of merchants and citizens victimized or injured by probationers. The further sum of \$183,056.00 was collected in fines imposed on probationers, and these monies were returned to the General Fund of the City and County.

For the past several years, the Adult Probation Department has operated under a comparatively low cost budget, which has proved a handicap in performing the necessary work of the Department. In order to effect closer supervision and extend probation services in a city of this size, more personnel should be provided. Caseloads should be lowered in order that more effective results can be accomplished.

Probationers received this year numbered 5,480, and 9,247 investigations were made.

TO THE NATIONAL BOARD OF SOIL  
CONSERVATION SERVICE

Reference is made to the report of the Soil Conservation  
Department for the period 1960-1961.

A review of the report indicates that the Soil Conservation  
Department has been very busy since the last report  
and is especially well-satisfied with the work in the  
soil conservation in the National Board of Soil Conservation  
of the Department. The report also shows a large amount of  
work in the Department and a large amount of work in the  
Department of the Department.

During the past three years of the National Board of Soil  
Conservation, the Department has been very busy and has  
been very successful in its work. The Department has  
been very successful in its work and has been very  
successful in its work. The Department has been very  
successful in its work and has been very successful in  
its work. The Department has been very successful in its  
work and has been very successful in its work.

For the past three years, the Department has been very  
successful in its work and has been very successful in  
its work. The Department has been very successful in its  
work and has been very successful in its work. The  
Department has been very successful in its work and has  
been very successful in its work. The Department has  
been very successful in its work and has been very  
successful in its work.

The Department has been very successful in its work and  
has been very successful in its work. The Department  
has been very successful in its work and has been very  
successful in its work.

To the Honorable Judges of the  
Superior and Municipal Courts.

There were 6,047 referrals from the Courts - 4,448 from the Municipal Courts and 1,599 from the Superior Courts. A total of 567 offenders were denied probation - 163 from the Municipal Courts and 404 from the Superior Courts.

Again, we appreciate the help of innumerable public and private agencies in our work. We also acknowledge the valuable assistance given us by His Honor, the Mayor, Board of Supervisors, Judges of the Superior and Municipal Courts, District Attorney, Public Defender, the Press, Police and the Sheriff's Department, all of whom assisted us during the past year.

Respectfully submitted,

JOHN D. KAVANAUGH  
Chief Adult Probation Officer

JDK:ES





## NALLINE CLINIC

In July, 1959, San Francisco County was invited to participate in a program to detect and control narcotic users. The Nalline Clinic, as it has been called, originally was started at the suggestion of the Police Department. Over the intervening years various Court decisions have virtually emasculated the part that the Police played in the operation, with the result that they no longer participate in the program as actively as they did at the time of its inception.

As has been the case in all of the "newly introduced" programs in law enforcement where the Probation Department has been requested to involve itself, there has never been any addition to staffing to take care of what is so obviously a new assignment.

Because of a constant, and acute shortage of personnel, a Probation Officer has been assigned to this program on what amounts to a part-time basis. Despite this negative aspect, the results have been most gratifying, in that a fair amount of those placed on probation under this program have remained free from conviction for new narcotic violations while under supervision.

It has become painfully evident, however, that aside from the few Departments that are intimately connected with the program (the Health Department, the Police Department, the Department of Corrections, and the Probation Department), it might as well be non-existent. This is not a little surprising, particularly in view of the success that this type of program has enjoyed in virtually all of the other Counties that have placed it into effect.

Under the program, when properly administered, untold savings to the community have resulted in that a large number of offenders can be assisted in holding down jobs and supporting themselves and their families without recourse to Welfare assistance. In addition, meaningful statistics have proven that this program discourages addicts from settling in the community. Peddlers, therefore, shun the area since there is a diminishing market for their drugs.

Statistics for the past year reveal that a total of 1,123 probationers were tested during the past year, with less than 10% being returned to Court for the use of "hard" narcotics.



NALLINE CLINIC - continued

Once again, after eight years' participation in the program, it is the feeling of this Department that the Courts could, and should, make wider use of the Clinic, by referring to it all persons who have a narcotic history in their backgrounds, rather than confining referrals only to those who appear before the Court on a specific narcotic or drug violation.



## PAROLE COMMISSIONERS

Eugene Block  
Matthew C. Carberry  
John D. Kavanaugh  
Warren T. Jenkins

Citizen  
Sheriff  
Chief Probation Officer  
Secretary

During the past year, the local County Parole Board, in the course of its monthly meetings, considered the applications of 135 inmates of the County Jail who requested that they be released on parole.

Of the applications reviewed, the Parole Board granted outright release to 21 of the applicants. Of the latter number, 7 were released so that they could be returned to other jurisdictions for new trials or to complete unfinished periods of confinement. As to the remaining 14, 10 were released so that they could return to their families, and 3 were paroled for illness or death in the family.

Under the present procedure the Parole Board is doing an adequate job, but it is apparent that the use of parole should, logically, be expanded. Without additional help, however, such an expansion cannot be accomplished. The need for a full-time investigator has been noted in previous reports, and therefore there would seem to be no reason at this time to further belabor the point, save to once again note that the addition of but one probation officer would not only effect a saving to the local citizenry by reducing the cost of the inmate population at the County Jail, but would also offer far greater guarantee of their remaining out of difficulty in the future.



## SUPERIOR COURT

At the beginning of the fiscal year, three Senior Probation Officers were added to the staff, one of whom was assigned to assist in the handling of a caseload. This allowed for the splitting of the unmanageable caseload handled by the sole Probation Officer for women. During the year, these new officers made 160 pre-sentence investigations, an increase of 32 over 1965-1966, and supervised caseloads of 111 and 135 probationers. In addition, these officers handled Court referrals from the Superior Court and supervised Out-of-State and Out-of-County probationers. Eight officers handled the male caseload. At the beginning of the year, it was anticipated that the two additional officers would enable the administration to reduce the work load in the Courts by assigning pre-sentence investigations to the new man.

Increased intake resulting from the opening of an additional Criminal Court, added to the work load of officers assigned to this Department. During the year, pre-sentence investigations were completed on 1505 male offenders, an increase of 152 over the 1353 investigations completed during the prior fiscal year. With the addition of the two officers, the average investigations were reduced from 19.6 per officer per month during 1965-1966, to 15.6 per officer per month during the year 1966-1967.

Supervision caseloads remained high. The two new officers started building their caseloads. Of the new officers, one handled the Out-of-County and Out-of-State investigations and supervision. Investigations made for other jurisdictions averaged six per month, and the supervision caseload averaged 144 during the past year. In addition, this officer carried some Collection cases. Caseloads varied among officers handling male caseloads from a high of 344 to 217. The total caseload increased during the year from 2105 to 2342.

Because of the increased intake resulting from the establishment of the new Department of the Criminal Court, added demands were put on the Clerical Staff. This resulted in requesting continuances of Court hearings involving probation matters, plus the necessity for probation officers to spend much time typing forms and doing clerical work. The creation of the new Court by the Legislature came about because of the steady increase in the filing of felony complaints which, in turn, resulted in heavy backlogs in the Court's calendars. New State programs and new





SUPERIOR COURT - continued

laws have also added to the work in the Courts and in the Probation Department.

Supplemental appropriation requests have been submitted to provide staff for the Work Furlough Program, staff for the new Department of the Criminal Court, and the Intensive Supervision Project.

The ordinance setting up the Work Furlough Program was passed during the fiscal year. The Resolution of Intention to participate in the State Subsidized Intensive Supervision Project was passed by the Board of Supervisors and the proposed project was approved by the Department of the Youth Authority. The authorization of these supplemental appropriation requests will alleviate, but not eliminate, the excessive workloads now being handled by the Superior Court Staff.



## FINANCIAL STATEMENT

STATEMENT - showing funds appropriated,  
expended, and summary of collections  
for fiscal year ending June 30, 1967:

APPROPRIATED: \$ 483,685

EXPENDITURES:

Salaries - Permanent	\$ 459,499	
Temporary	873	
Overtime	5,293	
Contractual Services	4,206	
Materials and Supplies	4,755	
Equipment	<u>6,185</u>	<u>480,811</u>

UNEXPENDED BALANCE (To General Fund) \$ 2,874

FUNDS COLLECTED ON COURT ORDERS:

Omitting to provide for minor  
children, and family support \$ 1,041,114

Merchants, Hotels and other  
commercial restitution 151,536

Fines, and Restitution for the  
benefit of the City and County 183,056

TOTAL COLLECTIONS \$ 1,375,706

---

COST of supervising an average caseload of  
7678 probationers for the fiscal year  
ending June 30, 1967:

Actual Expenditures \$480,811

LESS - Fines collected to General Fund \$183,056  
Unexpended Balance(See above) 2,874 185,930  
NET COST TO CITY AND COUNTY \$294,881



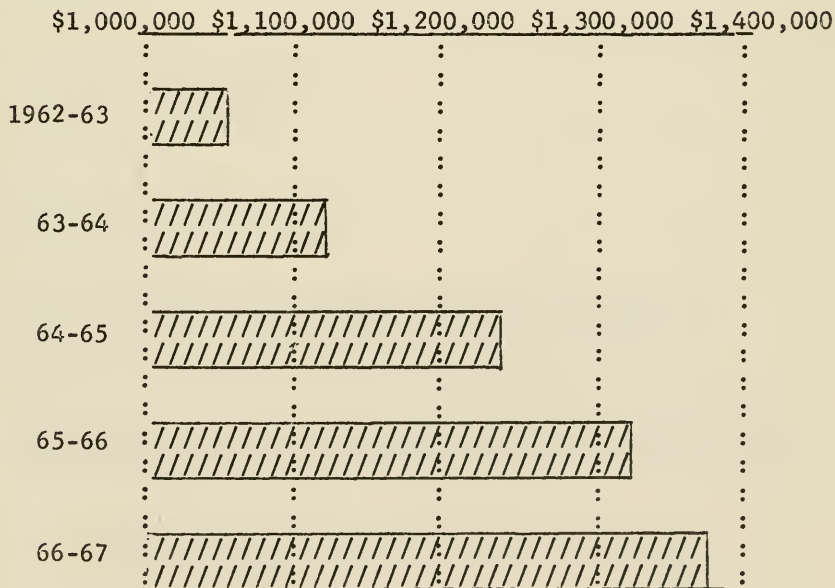
CHART 1 - Shows comparisons of collections made by the Adult Probation Department on Court orders, during the past five years.

There was a 3.4% increase in total collections over last year and a 79% increase in the last seven years.

COLLECTIONS are as follows:

1962-63	\$1,050,489
63-64	1,123,812
64-65	1,226,518
65-66	1,330,454
66-67	1,375,706

CHART I



These collections represent monies for the support of families and minor children; for restitution to merchants, hotels and other commercial restitution, and monies collected on fines and restitution for the benefit of the City and County of San Francisco.

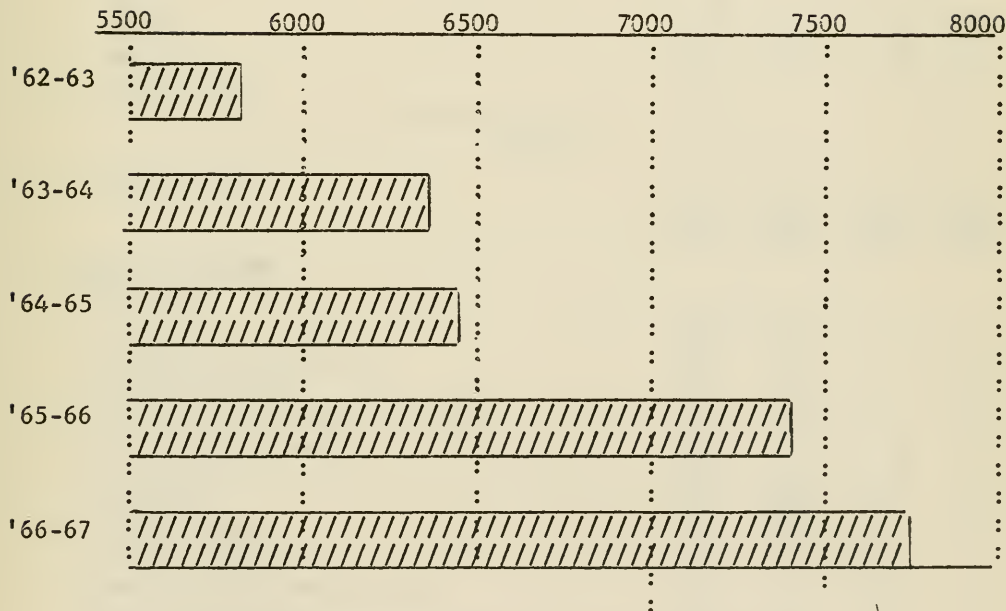


This chart shows a comparison of case-loads carried by the Department during the preceding five-year period.

There is a total of 7678 probationers under supervision.

There was a 55% increase in the total caseload during the past seven years.

CHART II



Caseloads per officer for the five years are as follows:

1962-63	233
63-64	256
64-65	252
65-66	283
66-67	245





OFFENSES

where

PROBATION WAS GRANTED OR DENIEDSUPERIOR COURT

	<u>GRANTED</u>		<u>DENIED</u>	
	<u>Male</u>	<u>- Female</u>	<u>Male</u>	<u>-Female</u>
Assault	102	19	33	2
Burglary	120	6	75	-
Forgery	55	19	22	5
Bad Checks	27	8	11	2
Grand Theft	97	39	51	7
Drunk Driving	22	-	1	-
Auto Theft	74	2	28	-
Rape	14	-	7	-
Robbery	65	18	62	1
Drug Laws	281	37	37	5
Bookmaking	11	-	2	-
Contributing to the Delinquency of Minors	10	-	-	-
Lewd Conduct	7	-	-	-
Other Laws	149	13	52	1
	1034	161	381	23

MUNICIPAL COURT

Battery	220	14	3	-
Malicious Mischief	138	9	3	-
Disturbing the Peace	190	16	5	-
Drunk (152 MPC)	197	37	5	1
Section 23102 Vehicle Code	438	33	16	1
Omitting to Provide	893	-	3	-
Petty Theft	456	192	42	5
Vagrancy	132	148	7	5
Traffic Laws	269	28	12	1
Local Ordinances	39	3	2	-
Section 499b Penal Code	86	5	10	-
Sex Violations	38	3	2	2
California Unemployment Law	204	36	1	-
Sections 147, 148 Penal Code	86	17	3	1
Drug Laws	158	40	2	2
Other violations	140	20	29	-
TOTALS	3684	601	145	18

TOTAL GRANTED PROBATION 5480

" DENIED " 567



## REVOCATIONS AND INVESTIGATIONS

SHOWING COMPARISONS FOR FIVE-YEAR PERIOD - 1963 - 1967

<u>SUPERIOR COURTS</u>			<u>MUNICIPAL COURTS</u>	
<u>Year</u>	<u>Per Cent Revoked</u>	<u>Number on Probation</u>	<u>Per Cent Revoked</u>	<u>Number on Probation</u>
1963	6	1694	18	4127
1964	7	1875	19	4534
1965	9	1914	19	4504
1966	9	2224	17	5125
1967	7	2517	18	5161
Revocations in Superior Courts			181	
Revocations in Municipal Courts			<u>941</u>	
TOTAL			1122	

## INVESTIGATIONS

Number of applications for probation (pre-sentence investigations)	2431
Modifications	145
Special Investigations	69
New Probationers	5480
Number of revocations	<u>1122</u>
TOTAL	<u><u>9247</u></u>



### MARITAL STATUS

	SUPERIOR COURT		MUNICIPAL COURT	
	<u>Male</u>	<u>Female</u>	<u>Male</u>	<u>Female</u>
Single	541	48	1020	190
Divorced or Separated	220	41	1573	242
Married	303	42	1091	169
	<hr/>			
TOTAL	1064	131	3684	601

### MISCELLANEOUS STATISTICS

Miscellaneous activities of the Adult Probation Department not covered in other pages of this report are as follows:

During the year, 5480 new probationers were referred by the Courts, and a total of 9247 investigations were handled by the Department.

Daily written reports made to the Courts involved reports on modifications, revocations, restorations to probation, extensions of probation, and a large number of pre-sentences submitted to the Courts.

Overtime worked by the Department during the year was 830 paid man-hours, and 150 hours time off in lieu of overtime pay.

In the Municipal and Superior Court Divisions, the large number of pre-sentences completed is in addition to the work of supervising a caseload of 7678.



# GENERAL STATISTICS

## INFORMATION ON NEW CASES RECEIVED

	<u>SUPERIOR COURT</u>		<u>MUNICIPAL COURT</u>		<u>TOTAL</u>
	<u>Male</u>	<u>Female</u>	<u>Male</u>	<u>Female</u>	
Number of applications for probation (pre-sentence investigations)	1585	185	545	116	2431
Modifications	24	7	105	9	145
Number of cases referred for special investigations (not probation applications)	11	30	22	6	69

### PROBATION HISTORY

New probations	1034	161	3588	697	5480
1st time on probation	750	82	2797	593	4222
2nd time on probation	188	54	518	72	832
3rd time on probation	96	25	273	32	426

### CONDITIONS OF PROBATION

Served jail sentence	559	68	319	38	984
Fines imposed	201	31	815	116	1163
Restitution	40	6	633	101	780
Family Support	0	0	893	0	893
To take psychiatric treatments	11	4	8	1	24
Probation to the Court	35	5	5	0	45
To take Nalline Tests	70	30	116	26	242





SUPERIOR COURT

	<u>Male</u>	<u>Female</u>
The following motions were made for probation in the Superior Courts	1506	160
-----		
Number of probationers continued from previous year	1957	267
Number of offenders granted probation in the Superior Courts	1034	161
Number of modifications	<u>30</u>	<u>3</u>
Number under supervision this year	<u>3021</u>	<u>431</u>
Number revoked	148	33
Normal termination without change of plea	527	93
Normal termination with change of plea	63	1
Early termination without change of plea	4	4
Early termination with change of plea	48	8
Deceased	<u>6</u>	<u>-</u>
Number on probation in Superior Court as of June 30, 1967	<u>2225</u>	<u>292</u>
		<u>2517</u>

-----

The following motions in Superior Court were denied  
and dispositions were as follows:

Sentenced to State Prison	169	5
" " County Jail	159	14
Committed to California Youth Authority	51	4
" " " Rehabilitation Center	88	8
	<u>467</u>	<u>31</u>
TOTAL	<u>467</u>	<u>31</u>
		<u>498</u>



MUNICIPAL COURTS

:	<u>Male</u>	<u>Female</u>
Number continued from previous year	4585	542
Number granted probation	3588	697
Return to active status	105	9
	<hr/>	
Number under supervision this year	8278	1248
	<hr/>	

RELEASES:

Number revoked	838	103
Probation expired without change of plea	2383	426
Discharged under Section 1203.3 and 1203.4 Penal Code	522	93
	<hr/>	
Number on probation as of June 30, 1967	4535	626
		<hr/> <u>5161</u>







SF  
A30  
#1  
C.2

San Francisco  
Adult Probation Department

DOCUMENTS

SEP 24 1968

SAN FRANCISCO  
PUBLIC LIBRARY



ANNUAL REPORT

1967-68





SF  
A30  
#1  
C.2

San Francisco  
Adult Probation Department

DOCUMENTS

SEP 24 1968

SAN FRANCISCO  
PUBLIC LIBRARY



ANNUAL REPORT

1967-68



## SUPERIOR COURT

Charles Peery, Presiding Judge

CRIMINAL DIVISION - Judge Harry J. Neubarth  
Department 22  
Presiding Judge

Judge Carl Allen  
Department 21

Judge Francis McCarty  
Department 23

Judge Joseph Karesh  
Department 24

## MUNICIPAL COURT

Fitz-Gerald Ames, Presiding Judge

CRIMINAL DIVISION -

Judge John A. O'Kane  
Department 9

Judge Leo R. Friedman  
Department 12

Judge Harry W. Low  
Department 10

Judge S. Lee Vavuris  
Department 14

Judge Lawrence S. Mana  
Department 11

Judge Donald B. Constine  
Department 15

Judge Gerald J. O'Gara  
Department 16



ADULT PROBATION BOARD

Raymond Blosser

Adolph Pierotti

Vincent J. Callan

Kendrick Vaughan

Rev. Matthew Connolly

John D. Kavanaugh, Chief Adult Probation Officer

Supervising Adult Probation Officers

Margaret Connolly

Warren T. Jenkins

David C. Melton

Senior Adult Probation Officers

Joseph C. Akzam

Allen Griswold

Robert D. Nicol

Francis H. Fong

Manfred Jang

William W. Putnam

Florence Frappier

Yook L. Lee

Steven A. Renfro

Herbert S. Fung

Herbert Leebhoff

Natalie Rodriguez

Steve Genis

Grant S. Mickins

Irving Scott

Robert C. George

Lawrence Mitchell

Wallace Takiguchi

Mary A. Yates

Adult Probation Officers

Miles R. Bowman

Jane Hawthorne

Kenneth J. McCarthy

Joseph C. Coates

Rolf G. Herrmann

John E. Prentice

Michael R. Coleman

Yvonne Hipkind

Janis Rosenbaum

Daniel E. Creed

Thomas M. Job

Marvin R. Pugh

Edward T. Dalton

Jonathan P. Jones

Richard S. Silva

Margaret Evans

Thomas R. Kenney

Edward M. Silvia

Frank R. Gibson

Frank McCarthy

Sandra C. Smith

Thomas M. Sullivan

Accountant

Harry M. Parmley

Senior Clerk-Stenographers

Beverley Daniel

Lena Newman

Edna E. Smith

Clerk-Stenographers

Lois Allen

Mary Carlson

Pauline Norton

Clare Argall

Joellyn Chuck

Mildred Parker

Mary Brooks

Marjorie A. Heise

Susan Phillips

Norma Bullock

Anne Hermanson

Dolores Rico

Lois Carey

Tove I. Stein

Transcriber-Typist

Annice White

Account Clerks

Jack Fitzgerald

Anezka Otruba

Clerk-Typist

Ann Rapagnani

Clerk

Mary E. Walshe



## INDEX

	<u>Pages</u>
Letter of Transmittal	1 & 2
Nalline Clinic	3 & 4
County Parole Board	5 & 6
Special Supervision Unit	7 & 8
Work Furlough Program	9,10 & 11
Financial Statement	12
Chart I - comparisons of collections	13
Chart II - comparisons of caseloads	14
Offenses - on which probation was granted and probation denied	15
Revocations & Investigations	16
Marital Status and Miscellaneous Statistics	17
General Statistics & Information on new cases received	18
Superior Court - statistics	19
Municipal Court - statistics	20
Family Support Division	21 - 24





# CITY AND COUNTY OF SAN FRANCISCO

ADULT PROBATION DEPARTMENT

HALL OF JUSTICE

880 BRYANT STREET, ROOM 200

AREA CODE 415 PHONE 553-9111

ZIP No. 94103

JOHN D. KAVANAUGH

CHIEF ADULT PROBATION OFFICER

PLEASE REPLY TO

PROBATION OFFICER

REFERS TO

## TO THE HONORABLE JUDGES OF THE SUPERIOR AND MUNICIPAL COURTS:

Herewith is submitted the Annual Report of the Adult Probation Department for the fiscal year 1967-1968.

A review of the costs of maintaining the Adult Probation Department over the past seven years show that the Department is practically self-sustaining, not alone in the amount of money refunded to the General Fund of the City and County of San Francisco, but also the fact that a large number of probationers are supporting themselves and their families instead of being a burden on the Community.

During the past fiscal year on the authority of Court order, \$1,397,560.00 was collected. Of this amount, \$1,092,950.00 was collected for Child Support. The sum of \$134,686.00 in restitution was collected for the benefit of merchants and citizens victimized or injured by probationers. The further sum of \$169,924.00 was collected in fines imposed on probationers, and these monies were returned to the General Fund of the City and County.

Two new programs were developed during the past fiscal year. Supported by the endorsement of the Superior and Municipal Judges and the San Francisco Examiner and Chronicle, the Work Furlough Program was activated on May 3, 1968. Only twenty candidates can be currently handled by this program due to lack of housing facilities in the County Jail #1. It is hoped that an available site located at 930 Bryant Street will be utilized for this program to handle approximately seventy applicants. The Department of Corrections has contracted with the City and County also to embrace this program.



To the Honorable Judges of the  
Superior and Municipal Courts.

The State subsidy program was also enacted in May of this year and the Unit is functioning to the satisfaction of the supervisor in charge. More of the subsidy program is related in detail in the body of this report.

For the past several years, the Adult Probation Department has operated under a comparatively low cost budget, which has proved a handicap in performing the necessary work of the Department. In order to effect closer supervision and extend probation services in a city of this size, more personnel should be provided. Caseloads should be lowered in order that more effective results can be accomplished.

Probationers received this year numbered 5,805 and 10,612 investigations were made.

There were 6,289 referrals from the Courts - 4,502 from the Municipal Courts and 1,787 from the Superior Courts. A total of 484 offenders were denied probation - 158 from the Municipal Courts and 326 from the Superior Courts.

Again, we appreciate the help of innumerable public and private agencies in our work. We also acknowledge the valuable assistance given us by His Honor, the Mayor, Board of Supervisors, Judges of the Superior and Municipal Courts, District Attorney, Public Defender, the Press, Police and the Sheriff's Department, all of whom assisted us during the past year.

Respectfully submitted,

JOHN D. KAVANAUGH  
Chief Adult Probation Officer

JDK:ES



## NALLINE CLINIC

In July, 1959, San Francisco County for the first time, began using the drug, Nalline, as an agent to detect and control narcotic addicts. The Adult Probation Department was invited to participate in the program from its inception, and as had been the case in virtually all of the newly introduced programs in law enforcement where this Department has been requested to involve itself, there was no addition to the staff. Efforts since then to obtain the necessary help have proven unavailing.

Because of an acute shortage of staff that has existed for many years, a Probation Officer was assigned to this program on what amounts to a part-time basis. Despite this negative aspect, the results of the program thus far, have been gratifying, in that a fair amount of those placed on probation under this program have, at least, remained free from arrest during their periods of probation.

It has become painfully evident, however, that aside from the few departments that are intimately connected with the program (the Health Department, the Police, the State Parole Department and the Adult Probation Department), it might as well be non-existent. This is not a little surprising, particularly in view of the success that this type of program has enjoyed in virtually all of the other counties that have placed it into effect.

When one considers the advantages of a program of this type, it is difficult to understand the reason for the deterioration of this program in San Francisco. It has been noted previously that the program has resulted in savings to the communities that use it extensively, that it allows narcotic users to hold down jobs and thereby support themselves and their families, and perhaps most important of all in the light of the prevalence of "drugs" as compared to "hard narcotics", it is an important tool to use in making certain that a person involved in the use of drugs does not gravitate into the use of narcotics. Such subjects can be kept under control without physical detention, thus alleviating the tremendous cost of maintaining them in institutions, plus the supporting of their dependents on Welfare rolls.

In addition, it is generally accepted in the field of law enforcement that Nalline tests discourage addicts from settling in the community. Peddlers, therefore, shun the area where there is no market for their drugs.

This Department most certainly recognizes the test as being a vital contribution to the rehabilitation of users of narcotics.





## NALLINE CLINIC - continued

However, its complete effectiveness depends on a number of requisites, high among which are the following:

- (1) The judiciary must be more knowledgeable of, and amenable to, the policy of placing the addict or drug user on probation with Nalline testing as a condition thereof, and in addition, persons with a narcotic or drug usage history in their background, should be placed in the program, even though the charge for which they are currently appearing in Court, does not involve narcotics.
- (2) The caseload of the probation officer handling such offenders should be limited to no more than 75.

Police statistics for the past fiscal year reveal that a total of 3650 arrests were made for narcotic or drug violations, a record that obviously does not include the narcotic user who might be arrested for an act of theft, prostitution, etc. Of the above number, less than 50 persons were placed on probation with the condition that they take Nalline tests as directed by their Probation Officer.

Up to the present, the participation of this Department in the effort to control narcotics and drugs in this community, has been fruitful. To allow it to retrogress because of lack of personnel in this Department, or through lack of understanding of the program on the part of other departments, would seem not only unwise, but wholly illogical. The value of such a program, perhaps, was more adequately described in the report of President Kennedy's Panel on Drug Abuse:

" ... Lessened antisocial activities or accumulated man-months off drugs are positive achievements toward final independence of the post addict, and of reduced social and economic burdens for the community at large, (Per annum costs: \$2,000.00 in jail vs \$350.00 less salary on probation)."





## PAROLE COMMISSIONERS

Eugene Block	Citizen
Matthew Carberry	Sheriff
John D. Kavanaugh	Chief Probation Officer
Warren T. Jenkins	Secretary

For the past nine years, in virtual anonymity, the Board of Parole Commissioners has been meeting monthly in the local County Jail. The Board, consisting of the Chief Adult Probation Officer, the Sheriff, and a lay person appointed by the Presiding Judge of the Superior Court, passes upon applications for parole submitted by those inmates who are serving periods of confinement without benefit of probation.

During the past fiscal year, 71 applications were submitted for consideration, and of those 22 were granted an early release.

The above figures compare favorably with the number of applications processed during the past four years, with a slightly larger percentage being granted parole.

In virtually all of the cases considered by the Parole Board, the files and probation reports of this Department are used. A member of this Department serves as Secretary for the group and it is his responsibility to prepare the parole applications for the Board's scrutiny. In the course of compiling this information, family members and prospective employers are contacted and letters of inquiry are sent to the Judge who originally imposed sentence so that he also might have the opportunity to advise the Board of his thinking in the matter.

Accompanying the above information in a majority of cases, is the probation report previously filed when the applicant made a motion for probation. On the basis of this compilation of reports, interviews and statements, plus a lengthy interrogation of the applicant himself at the parole hearing session, a decision is then reached as to whether or not parole should be granted.

Many considerations are involved in the granting of parole, with the major factors being the welfare of the community and the well-being of the individual who is applying for release. In a number of instances, parole is granted so that the inmate might be returned to another jurisdiction for additional imprisonment. In occasions such as that, the early release of the applicant saves the County the cost of upkeep, but still does not return the offender to society.



PAROLE (continued)

Thus far, of those who are released to their families, less than 5% have been returned to jail for violations committed while on parole. Unfortunately, these releases have been necessarily curtailed, because there is not sufficient help to assure their being properly supervised. One can easily envision a substantial saving to the community both in money expended by way of taxes, as well as in man work-hours, should the day arrive when the Parole Board is properly staffed.

While it is true that the Parole system, as presently comprised, is doing an "adequate" job, it is felt most certainly that it could be expanded. The need for a full time investigator is most obvious for reasons mentioned above, but perhaps more importantly an extension of the program would allow for persons being released from confinement with far greater assurance that their complete rehabilitation could be effected.



## SPECIAL SUPERVISION UNIT

Pursuant to State legislative action in 1965, and the Board of Supervisors of San Francisco in 1967, contractual arrangements were made whereby Special Supervision Subvention Units were established in the Adult and Juvenile Probation Departments. The State's participation depends on a reduced county commitment rate at approximately \$4,000 per person under the county's base experience commitment rate to the State institutions. Although final figures are not available for the fiscal year 1967-68, projections based on nine months of that period placed estimated earnings at \$388,000 for San Francisco County. From those earnings, the actual costs of operating the Special Supervision Units will be reimbursed, and remaining funds will be reserved by the State for use during the succeeding fiscal year to reimburse the county for programs during fiscal 1968-69.

The Special Supervision Unit of the Adult Probation Department became operational on April 3, 1968. On May 20, 1968, staffing was completed when seven probation officers and three clerical workers were assigned to the Unit. State standards for Special Supervision Units provide caseloads below 50 probationers per officer and encourage the development of special programs and treatment techniques.

Central in the approach of the Special Supervision Unit to rehabilitation of offenders is the use of Interpersonal Maturity Level Classification concepts and the differential treatment plans they incorporate. Basically, these are tools developed under Youth Authority auspices, which are used to identify specific problem areas of individuals and suggest methods of treatment and the resolution of these problems in socially acceptable ways.

This program anticipates and encourages use of supporting services, specifically, psychiatric consultation, group and family counseling, educational and vocational training. These programs, at this writing, have not been fully implemented, but shall be as soon as possible.

Training of the officers of the Special Supervision Unit began as early as January 1968. Beginning in March 1968, three officers of the Unit attended a 12-week course, one day a week, in Interpersonal Maturity Level Classification in Sacramento, California at the Center for Differential Treatment. In April, all seven officers received 10 hours of training in administering and interpreting the FIRO-B test (Fundamental Interpersonal



## Special Supervision Unit - continued

Relations Orientation-Behavior), a psychological test designed primarily to measure how an individual acts in interpersonal situations, and to provide an instrument that will facilitate the prediction of interaction between people. Four officers attended a workshop conducted by the Carmel Institute for Transactional Analysis in Menlo Park during the first week of June 1968, and the remaining three officers will receive this training in September 1968. Described as a systematic study of personality and social dynamics, transactional analysis will be used in individual and group counseling by officers of the Special Supervision Unit. An ongoing training program is vital to the success of this Unit and will continue with instruction in Conjoint Family Therapy, contemplated during the Fall of 1968.

Office space for the Special Supervision Unit is being provided by remodeling of Room 210 in the Hall of Justice. Work now in progress will be completed, hopefully, before September 1, 1968. The Unit is currently using the Conference Room of the Adult Probation Department for its work.

As of June 30, 1968, 14 individuals were under supervision of the Unit. That number is expected to reach 240 during the next fiscal year. This will help alleviate some, but certainly not all, of the burden of excessive caseloads borne by the officers of the conventional unit of the Probation Department. Many of these caseloads exceed 200 probationers per officer.

As this program demonstrates its social and economic value, it is hoped additional units will be established, as they have been in other Bay Area counties. Alameda County has eight Special Supervision Units in operation, an indication of both the value and potential of Special Supervision Units.





## WORK FURLOUGH PROGRAM

San Francisco officially joined twenty other counties of California in activating its long awaited Work Furlough Program on May 1, 1968.

The Board of Supervisors designated the Chief Adult Probation Officer as Administrator. The program is staffed by a senior probation officer, assistant probation officer, clerk-stenographer and an account clerk.

The program, known as the Work Furlough Rehabilitation Law - Section 1208 of the Penal Code, is designed to permit an individual sentenced to jail to be released from custody during his regular working hours to report to his place of employment, and then return to spend his non-working hours in jail.

Efforts to secure a separate facility were unsuccessful, and so it was decided to house the work furloughees in the trustees' wing of the county jail at the Hall of Justice. Because of dormitory requirements of the Sheriff's Department, we were allotted space for only twenty persons. This capacity was soon reached and other eligibles were granted stays of execution by the Courts to await openings.

Renewed attempts have been made to obtain a city-owned warehouse at 930 Bryant Street for our program. It is ideally located near the Hall of Justice and adequately meets our needs. The estimated building conversion cost is \$110,000. With an enrollment of the originally contemplated 75 work furloughees, the City and County will realize an annual income of \$113,000 from room and board charges and be self-sustaining. The Board of Supervisors recently entered into an agreement with the California Department of Corrections. The participation of the State agency will financially enhance our program by insuring maximum capacity at all times.

Statistically, for the fifty-five days of operation, the program has accomplished the following:

Applications received and processed .....	Superior Court 21 Municipal Court 13
Enrollment .....	24 (Maximum of 20 at any given time)



Work Furlough Program - continued

Total days worked by furloughees .....	432 days
Net earnings .....	\$7,895.81 (Average of \$18.28 per day worked)
Collection for room and board	\$1,944.00 (\$4.50 for each day worked)
Total disbursed for family support.....	\$2,214.47
Total paid directly to Depart- ment of Social Services .....	\$ 236.00
Sum distributed for personal expense .....	\$ 859.72
Work furlougee savings held in trust .....	\$1,641.12
Average length of jail sentence	145 days

Of the 24 active cases, 19 served jail sentences as a condition of probation and 5 served straight jail sentences.

Individuals on the program were convicted of the following offenses:

Grand Theft 3, Burglary 3, Auto theft 2, Checks 2, Narcotics 2, Assault 3, Drunk driving 2, Robbery 1, Receiving stolen property 2, Disturbing the peace 1, Petty theft 1, Reckless driving 1, Trespassing 1.

The diverse occupations of the work furloughees seem to suggest that the program would be successful for any type of employment. They range from handyman through various trades to managerial duties. One enrollee is attending college classes in the evening after his regular job. Seventy-one percent of the work furloughees are married, and have an average of one child.

Progress thus far has been gratifying, and the prognosis for the continued success of the program is favorable. There has been



Work Furlough Program - continued

complete cooperation of the Courts, employers, union representatives, Sheriff, and other interested parties.

From a human and economic standpoint, the objectives of the program have been met. Enrollees have enjoyed the continuity of their employment, families have been kept together and off the Welfare rolls, and lower jail costs have resulted, because participants have been paying for their maintenance.

However, it is evident that with the present custodial limitations, the true potential of the program cannot be attained. Hopefully, in the immediate future, this problem can be resolved.



# FINANCIAL STATEMENT

STATEMENT - showing funds appropriated,  
expended, and summary of collections  
for fiscal year ending June 30, 1968:

<u>APPROPRIATED:</u>	\$617,168	
LESS: Carried forward to next year	<u>6,900</u>	\$ 610,268

<u>EXPENDITURES:</u>		
Salaries - Permanent	\$518,931	
Temporary	872	
Overtime	5,672	
Contractual Services	13,785	
Materials and Supplies	7,016	
Equipment	<u>19,961</u>	<u>566,237**</u>

UNEXPENDED BALANCE (To General Fund)		<u>\$ 44,031*</u>
--------------------------------------	--	-------------------

## FUNDS COLLECTED ON COURT ORDERS:

Omitting to provide for minor children, and family support	\$1,092,950
---	-------------

Individuals, Merchants and other commercial restitution	134,636
--	---------

Fines, and Restitution for the benefit of the City and County	<u>169,924</u>
--	----------------

TOTAL COLLECTIONS	<u>\$1,397,560</u>
-------------------	--------------------

\* Includes \$34,286 to Compensation Reserve

\*\* Part of this to be reimbursed by State  
for Special Supervision Program.

---

COST of supervising an average caseload of  
8355 probationers, and handling Special  
Supervision and Work Furlough programs  
for the fiscal year ending June 30, 1968:

Actual Expenditures	\$ 566,237
---------------------	------------

LESS - Fines collected to General Fund	\$169,924	
Unexpended Balance(See above)	<u>44,031</u>	<u>213,955</u>
NET COST TO CITY AND COUNTY		\$ 352,282 **





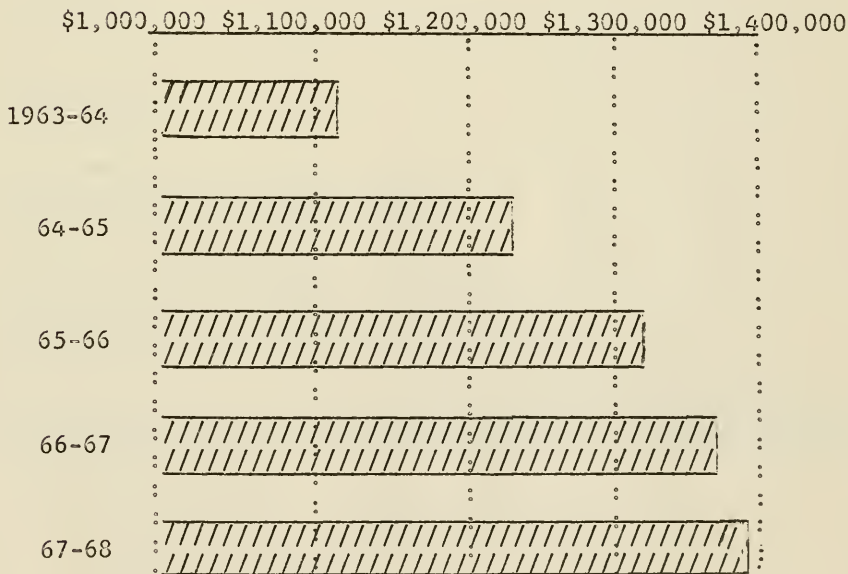
CHART I - Shows comparisons of collections made by the Adult Probation Department on Court orders, during the past five years.

There was a 1.6% increase in total collections over last year and a 33% increase in the last five years.

COLLECTIONS are as follows:

1963-64	\$1,123,812
64-65	1,226,518
65-66	1,330,454
66-67	1,375,706
67-68	1,397,560

CHART I



These collections represent monies for the support of families and minor children; for restitution to individuals, merchants, hotels and other commercial restitutions, and monies collected on fines and restitution for the benefit of the City and County of San Francisco.

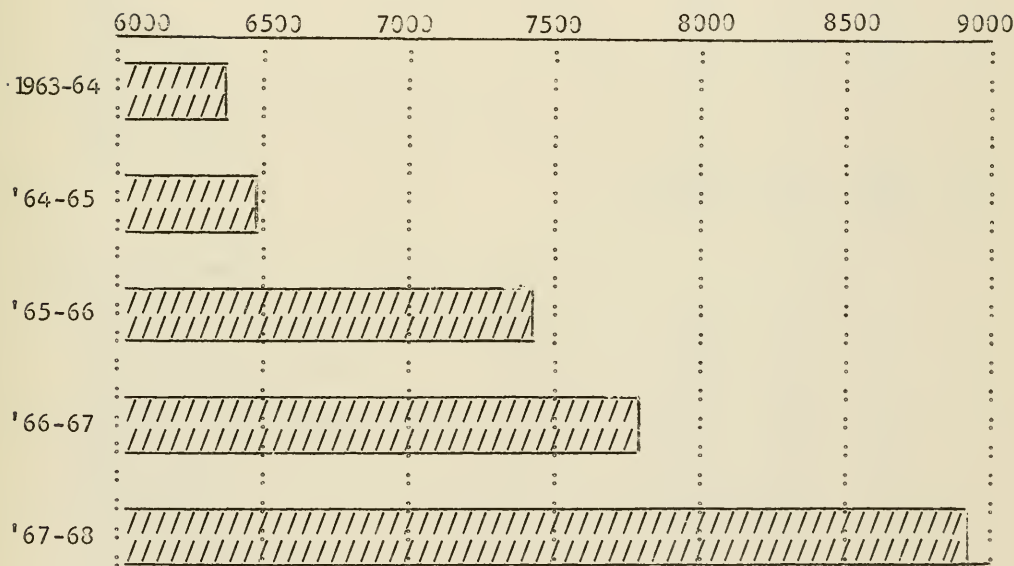


This chart shows a comparison of caseloads carried by the Department during the preceding five-year period.

There is a total of 3855 probationers under supervision.

There was a 52% increase in the total caseload during the past five years.

CHART II



Caseloads per officer for the five years are as follows:

1963-64	256
64-65	252
65-66	283
66-67	245
67-68	260



OFFENSES

where

PROBATION WAS GRANTED OR DENIEDSUPERIOR COURT

	<u>GRANTED</u>		<u>DENIED</u>	
	Male	- Female	Male	- Female
Assault	100	11	30	3
Burglary	202	10	70	2
Forgery	30	18	11	3
Bad Checks	29	7	5	1
Grand Theft	123	33	31	5
Drunk Driving	11	-	1	-
Auto Theft	69	1	18	-
Rape	18	-	6	-
Robbery	61	1	66	1
Drug Laws	485	82	23	1
Bookmaking	17	-	1	-
Contributing-Delinquency Minors	13	-	-	-
Lewd Conduct	10	-	2	1
Other Laws	121	9	42	3
	1289	172	306	20

MUNICIPAL COURT

Battery	229	20	3	1
Malicious Mischief	119	7	3	2
Disturbing the Peace	186	11	4	2
Drunk (152 MPC)	202	30	4	2
Section 23102 Vehicle Code	367	25	15	2
Omitting to Provide	970	-	2	-
Petty Theft	351	294	40	10
Vagrancy	134	229	6	11
Traffic Laws	225	32	10	2
Local Ordinances	32	5	1	1
Section 499b Penal Code	79	2	9	1
Sex Violations	37	2	1	3
California Unemployment Law	113	15	1	-
Sections 147, 148 Penal Code	88	22	2	2
Drug Laws	308	123	2	4
Other violations	64	23	12	-
TOTALS	3504	840	115	43

TOTAL GRANTED PROBATION 5805

" DENIED " 484



## REVOCATIONS AND INVESTIGATIONS

SHOWING COMPARISONS FOR FIVE-YEAR PERIOD - 1964 - 1968

<u>SUPERIOR COURTS</u>			<u>MUNICIPAL COURTS</u>	
<u>Year</u>	<u>Per Cent Revoked</u>	<u>Number on Probation</u>	<u>Per Cent Revoked</u>	<u>Number on Probation</u>
1964	7	1375	19	4534
1965	9	1914	19	4504
1966	9	2224	17	5125
1967	7	2517	18	5161
1968	5	3095	16	5760
Revocations in Superior Courts			139	
Revocations in Municipal Courts			<u>931</u>	
TOTAL			1070	

## INVESTIGATIONS

Number of applications for probation (pre-sentence investigations)	3544
Modifications	95
Special Investigations	98
New Probationers	5805
Number of revocations	<u>1070</u>
TOTAL	<u><u>10612</u></u>





### MARITAL STATUS

	SUPERIOR COURT		MUNICIPAL COURT	
	<u>Male</u>	<u>Female</u>	<u>Male</u>	<u>Female</u>
Single	691	65	970	291
Divorced or Separated	260	53	1503	341
Married	338	54	1031	208
<hr/>				
TOTAL	1289	172	3504	840

### MISCELLANEOUS STATISTICS

Miscellaneous activities of the Adult Probation Department not covered in other pages of this report are as follows:

During the year, 5805 new probationers were referred by the Courts, and a total of 10,612 investigations were handled by the Department.

Daily written reports made to the Courts involved reports on modifications, revocations, restorations to probation, extensions of probation, and a large number of pre-sentences submitted to the Courts.

Overtime worked by the Department during the year was 800 paid man-hours, and 160 hours time off in lieu of overtime pay.

In the Municipal and Superior Court Divisions, the large number of pre-sentences completed is in addition to the work of supervising a caseload of 8355.



GENERAL STATISTICS

INFORMATION ON NEW CASES RECEIVED

	<u>SUPERIOR COURT</u>		<u>MUNICIPAL COURT</u>		
	<u>Male</u>	<u>Female</u>	<u>Male</u>	<u>Female</u>	<u>TOTAL</u>
Number of applications for probation (pre-sentence investigations)	1632	190	1289	433	3544
Modifications	21	6	60	8	95
Number of cases referred for special investigations (not probation applications)	12	32	48	6	98

PROBATION HISTORY

New probations	1289	172	3504	840	5305
1st time on probation	376	88	2467	714	4145
2nd time on probation	267	57	696	98	1118
3rd time on probation	146	27	341	23	542

CONDITIONS OF PROBATION

Served jail sentence	698	49	425	86	1258
Fines imposed	173	34	1216	224	1652
Restitution	45	8	620	135	808
Family Support	0	0	970	0	970
To take psychiatric treatments	13	5	9	3	30
Probation to the Court	39	6	9	4	58
To take Nalline Tests	75	5	46	10	136



SUPERIOR COURT

	<u>Male</u>	<u>Female</u>
The following motions were made for probation in the Superior Courts	1657	165
-----		
Number of probationers continued from previous year	2225	292
Number of offenders granted probation in the Superior Courts	1289	172
Number reinstated	<u>19</u>	<u>3</u>
Number under supervision this year	<u>3533</u>	<u>472</u>
Number revoked	116	23
Number terminated	661	106
Deceased	<u>2</u>	<u>2</u>
	<u>2754</u>	<u>341</u>
Number on probation in Superior Court as of June 30, 1968		<u>3095</u>

-----

The following motions in Superior Court were denied  
and dispositions were as follows:

Sentenced to State Prison	160	11
" " County Jail	71	7
Committed to California Youth Authority	74	2
" " Rehabilitation Center	66	13
TOTAL	<u>371</u>	<u>33</u>
		<u>404</u>



MUNICIPAL COURTS

	<u>Male</u>	<u>Female</u>
Number continued from previous year	4535	626
Number granted probation	3504	840
Return to active status	60	8
Number under supervision this year	<u>8099</u>	<u>1474</u>

RELEASES:

Number revoked	741	190
Probation expired without change of plea	2181	397
Discharged under Section 1203.3 and 1203.4 Penal Code	242	62

Number on probation as of June 30, 1968	<u>4935</u>	<u>825</u>
		<u>5760</u>





## FAMILY SUPPORT DIVISION

For the third year the Family Support Division has collected and disbursed more than a million dollars for the support of minor children. This sounds very impressive until examination of the records reveals that we are exploiting only about one third of the potential available for child support and we are therefore losing about \$2,000,000.

The Family Support Division has the responsibility of supervising four programs that provide support for families. The basic responsibility is to prepare reports and presentence investigations and supervise those convicted of violating Section 270 of the Penal Code, if granted probation. In this one instance the work of this Division is identical to the work of the other divisions of the Adult Probation Department. That is, our primary responsibility is the rehabilitation of the probationer, and to do this we assist him by counseling and supervision to meet his moral and legal obligations. Obviously, child support is both a moral and legal obligation. Our measure of success in our plan of rehabilitation is the extent to which the probationer is able to accept his responsibilities and meet them. In other words, we can show very easily how successful our supervision is - it shows in the amount of support that is paid.

The other three programs within this Division carry responsibilities that are in no way similar to the work of the other divisions in the Adult Probation Department. Under Section 580 of the Welfare and Institutions Code the District Attorney is authorized to refer to the Adult Probation Department certain cases for the supervision of support payments. Our relationship with these referrals is not the same as with persons actually on probation. We counsel and advise and we provide the same services for these referrals as we do for the probationers, but we have no authority to enforce our payment plans, or other plans that are worked out to assist the father to meet his obligations. In this way, the man referred to the Adult Probation Department under this Section of the Welfare and Institutions Code is indeed a "voluntary probationer". It is a good program. It offers an opportunity for supervision and control without the necessity of an arrest. It also offers control and protection for both the "complainant" and the "defendant" in that the Probation Officer serves as a referee between the antagonists, who unhappily (although sometimes very happily) continue to battle long after the separation and divorce.



## Family Support Division - continued

Still another program is that of the Uniform Reciprocal Enforcement of Support Act. This program entails cooperative or "reciprocal" action between our jurisdiction and the many other jurisdictions in California and in the other 49 states. It is a program of extreme interest to the community (and to all communities) because it is a means of obtaining support across state lines and it is effective. However, it is also complex and at times very frustrating. The effectiveness is dependent entirely upon the reciprocity of the various jurisdictions. Usually we get wonderful cooperation, and usually we give good cooperation. However, we are pitifully understaffed and what might appear to be lack of cooperation on our part is frequently just plain inability to do all the work that is assigned. We accept the fact that other jurisdictions might be faced with the same problem (although we doubt that any other jurisdiction has the heavy caseloads, lack of clerical help and other handicaps we have). There are some localities who consistently fail to provide us with any assistance, or who actually express their lack of concern for families not in their own county.

The final program that is included in the Family Support Division is the last obligation that has been added to our burdens. That is the last that so far has been added, but we are sure it is not the last one that will be added. This program has been authorized by Section 139.5 of the Civil Code. This Section was added by the Legislature in 1963 and provides that the Superior Court may order the child support payments paid through the probation departments in the various counties. Since the code says "in any divorce action" it obviously means past, present and future divorce actions, and it has added greatly to our responsibilities. Both the Reciproicals and the referrals under Section 139.5 come from the Superior Courts. Enforcement of these orders is by civil process in the Superior Courts. This means that our field is far wider than the responsibilities under an ordinary grant of probation. Our relationships with the defendants are different, our relationship to the Courts are different.

Following is a summary of collections by program for the Family Support Division for fiscal year 1967-1968:

<u>PROGRAM</u>	<u>AMOUNT</u>
Family Support 270 P.C.	\$233,502



Family Support Division - continued

<u>PROGRAM</u>	<u>AMOUNT</u>
Incoming URESA	\$ 91,307
Outgoing URESA	328,545
Referral 580d	232,406
Child Support 139.5CC	<u>204,427</u>
	\$1,090,187
Work Furlough	<u>2,763</u>
	<u>\$1,092.950</u>

We know how to do the job. Long ago we determined that the people who make up our case loads are people who generally can be described as immature, irresponsible and frequently inadequate. This refers to the complainants as well as the defendants. It does not mean that every complainant and every defendant is immature, irresponsible and inadequate, nor does it mean that these deficiencies refer to all aspects of their character. The fathers are not all inadequate financially. The incomes vary from nothing to \$30,000.00 a year. The education level varies from no education to Ph.Ds. But where we have a man who is financially capable of providing adequately for his children, but who will not, we certainly have a man who is immature and irresponsible and inadequate in ways other than financial. And so it goes from one family situation to another.

Just as long ago it was determined that certain personality inadequacies were characteristic of our caseloads, it was determined that the job of supervising and counseling was one that called for professional skill rather than clerical diligence. This approach has been accepted by the Courts, and it is for this reason that these cases are handled by probation officers rather than by clerical staff. However, here comes the source of great frustration and the reason that the \$1,000,000 collected last year represented only about a third of what should have been collected. At the end of the fiscal year we had a case load of 2623 in this Division. We have 8 probation officers. That is an average caseload of 328. No probation officer can even begin to supervise 323 people in any kind of a caseload. And certainly where the greatest amount of supervision is



## Family Support Division - continued

mandatory it cannot be done. A caseload of 328 in the Family Support Division is almost a caseload of 654, because both the complainant and the defendant are in need of supervision. It is utter nonsense unless the equipment in the Family Support Division included some tools of magic even to pretend that we are providing adequate supervision or meeting the obligations of the Family Support Division. It is surprising indeed that we are able to do as well as we do, and it would appear that perhaps we have the tools of magic in the personal effort made by the individual members of the staff. But with the caseloads increasing daily it is obvious that the personal efforts of the probation officers will not be enough to meet the increasing demands that are made upon them. With the present caseloads the probation officers have approximately 30 minutes a month to spend on each case. It takes about that amount of time to post the payments on each case.

It is unfortunate that the community seems to be so little concerned with something which is so important to everyone in the community. The support payments go to recipients of public assistance and therefore reduce expense to the taxpayers. The support payments also go to children of working mothers and help the mothers to provide adequately for their children. It is important that fathers support their children and it is important for children to know that their fathers support them. It is not an expensive program. Over one test period of two years two probation officers were added. By the end of the second year the caseload had been cut and the collections had risen by \$124,000. The investment for the probation officers' salaries had been about \$14,000. That seems like a fair return on such an investment.

Why is it that no one is concerned? Other counties in the Bay Area have recently taken steps to intensify their family support programs. Santa Clara County is an outstanding example of what can happen when someone wants to do a good job. Why have not steps been taken to collect the fee now allowed by the Legislature for payment of child support? If this happened perhaps we could use this money to augment the staff so we could do a more nearly satisfactory job. We have suggested before that such a program could be carried on under public scrutiny just to see what could be done with proper staffing. That is what we could do if the community cared. If we do not do that then the community must accept responsibility for losing \$2,000,000 last year, more than \$2,000,000 this year and on and on and on.











6F  
130  
1  
968-69  
.3

\* 352.7 352.7

# San Francisco Adult Probation Department



DOCUMENTS DEPT.

JAN 16 1980

SAN FRANCISCO  
PUBLIC LIBRARY

ANNUAL REPORT

1968-69



## SUPERIOR COURT

Edward F. O'Day, Presiding Judge

CRIMINAL DIVISION - Judge Francis McCarty  
Department 22  
- Presiding Judge

Judge Harry J. Neubarth (deceased)  
Department 22

Judge Robert J. Drewes  
Department 21

Judge Bernard Glickfeld  
Department 23

Judge Joseph Karesh  
Department 24

## ADULT PROBATION BOARD

Kendrick Vaughan, Chairman	
Kermit Alexander	Monsignor Matthew Connolly
Charles Block	Arthur Petri
Vincent J. Callan	Adolph Pierotti

John D. Kavanaugh, Chief Adult Probation Officer

### Supervising Adult Probation Officers

Joseph C. Akzam	Warren T. Jenkins
Margaret Connolly	David O. Melton

## MUNICIPAL COURT

Joseph Kennedy, Presiding Judge

CRIMINAL DIVISION -

Judge Janet Aitken	Judge John O'Kane
Department 9	Department 13

Judge Albert Axelrod	Judge Harry Low
Department 10	Department 14

Judge Donald B. Constine	Judge Walter Calcagno
Department 11	Department 15

Judge Robert Merrill	Judge S. Lee Vavuris
Department 12	Department 16



## INDEX

	<u>Pages</u>
Letter of Transmittal	1 - 2A
Special Supervision Unit	3 - 12
Work Furlough	13 - 14
Nalline Clinic	15
County Parole Board	16
Financial Statement	17
Chart I - comparisons of collections	18
Chart II - comparisons of caseloads	19
Offenses - on which probation was granted and probation denied	20
Revocations & Investigations	21
Marital Status and Miscellaneous Statistics	22
General Statistics & Information on new cases received	23
Superior Court - statistics	24
Municipal Court - statistics	25
Family Support Division	26 - 30





# CITY AND COUNTY OF SAN FRANCISCO

ADULT PROBATION DEPARTMENT  
HALL OF JUSTICE  
880 BRYANT STREET, ROOM 200  
AREA CODE 415 PHONE 553-9111  
ZIP No. 94103

JOHN D. KAVANAUGH

CHIEF ADULT PROBATION OFFICER

PLEASE REPLY TO \_\_\_\_\_

PROBATION OFFICER

REFERS TO \_\_\_\_\_

## TO THE HONORABLE JUDGES OF THE SUPERIOR AND MUNICIPAL COURTS:

Herewith is submitted the Annual Report of the Adult Probation Department for the fiscal year 1968-1969.

A review of the costs of maintaining the Adult Probation Department over the past several years, shows that the Department is practically self-sustaining, not alone in the amount of money refunded to the General Fund of the City and County of San Francisco in the form of fines, but also, the fact that a large number of probationers are supporting themselves and their families instead of being a burden on the community.

During the past fiscal year, on the authority of Court Order, \$1,592,155 was collected. Of this amount, \$1,179,689 was collected for child support. The sum of \$134,375 in restitution was collected for the benefit of merchants and citizens victimized or injured by probationers. The further sum of \$ 203,130 was collected in fines imposed on probationers, and these monies were returned to the General Fund of the City and County.

The Work Furlough program has been in operation for the past year and currently only 20 candidates embrace this program due to the lack of housing facility, which is located in County Jail No. 1. Through the efforts of the Mayor and the Board of Supervisors, an available site located at 930 Bryant Street was obtained and is expected to be in operation by the first of December, 1969. This facility will handle approximately 70 candidates for the Work Furlough program.

In addition to monies detailed above, \$74,956 was collected as a result of the employment activities of the furlougees. Portions of these monies, which were collected, will be reviewed in a separate section of this report.



To the Honorable Judges of the  
Superior and Municipal Courts.

The State subsidy program has been in operation since May of 1968 and this unit is functioning to the satisfaction of the Judges of the Municipal and Superior Court. A second unit of this subsidy program is being developed and funds will be asked for, shortly, to maintain it. More detailed information of the operation of the subsidy program is contained elsewhere in this report.

For the past several years, the Adult Probation Department has operated under a comparatively low cost budget, which has proved a handicap in performing the necessary work of the Department. In order to effect closer supervision and extend probation services in a city of this size, more personnel should be provided.

Due to the concerted efforts of the Staff and the Mayor and Board of Supervisors, 22 new employments were added as a result of a supplemental appropriation request. These new additions will lower the caseloads in order that more effective results can be accomplished.

It is opportune at this time to compliment the Staff for their dedication and loyal performance, despite the overwhelming caseloads which they were subjected to handle during this past fiscal year.

Probationers received this year numbered 5,992 and 11,689 investigations were made.

There were 6,530 referrals from the Courts - 4,477 from the Municipal Court and 2,053 from the Superior Court. A total of 538 referrals were denied probation - 86 from the Municipal Court and 452 from the Superior Court.

Again, we appreciate the help of innumerable public and private agencies in our work. We again acknowledge the valuable assistance given us by His Honor, the Mayor,



To the Honorable Judges of the  
Superior and Municipal Courts

Board of Supervisors, Judges of the Municipal and Superior  
Court, District Attorney, Public Defender, the Press,  
Police and the Sheriff's Department, all of whom assisted  
us during the year.

Respectfully submitted,

JOHN D. KAVANAUGH  
Chief Adult Probation Officer

JDK:ES



## SPECIAL SUPERVISION UNIT

### HISTORY

The Special Supervision program was developed by the State Board of Corrections in 1964, and enacted into law by the Legislature in 1965. The intent of this legislation is that state and county governments join in a cost-sharing program whereby probation has the opportunity and finances to demonstrate the effectiveness of good supervision services at the community level for cases that in the past have been committed to state correctional facilities. For cases not committed to the Department of Corrections or the California Youth Authority, the state allocates to the counties an amount ranging from \$2,080 to a maximum of \$4,000 for each noncommitted case. This is made possible by the savings realized by the state from not maintaining these individuals in state institutions.

It is reported that in the two years 1967 through 1969, the Subsidy Program has provided supervision in local communities for 3,814 persons who otherwise would have been committed to state correctional institutions. This alone has saved the state \$15.5 million, of which the state returned \$5.7 million to the counties for programs for these offenders. Net savings to the state of more than \$9.7 million resulted. Additionally, the state dropped plans for new institutions to house 3,800 persons, which would have cost well over \$75 million.

San Francisco's projected earnings for the fiscal year 1968-69 are \$700,000, based on the latest available commitment figures. This is far in excess of expenditures for local Special Supervision Units (one adult unit and one juvenile unit) during that period of time, and results in their being completely financed by state funds.

The Special Supervision Unit of the Adult Probation Department was established in April, 1968. The Unit was housed in the Probation Department's conference room until October, 1968, when remodeling work on the last unoccupied departmental space at the Hall of Justice was completed and the Unit moved into its present offices in Room 210.

There are six senior probation officers, one supervising probation officer, and three clerk-stenographers assigned to the Unit. This is in compliance with minimum state standards. Only offenders who otherwise might be sentenced to State Prison or the Youth Authority are eligible for supervision by the Special Supervision Unit. Caseloads in the Unit must be kept comparatively low. No line officer may supervise more than 50 cases.





## Special Supervision Unit (continued)

Experience has clearly demonstrated that a more realistic caseload size is 35, a figure caseloads in the Unit are currently approaching.

### UNIT PROGRAM

From the Unit's inception, the Interpersonal Maturity Level (I-Level) Classification System and the differential treatment concepts it embodies have been the basis for our approach in working with probationers. Oversimplified, this system enables us to determine each probationer's stage of interpersonal development: how he sees himself and his environment in terms of emotions and motivations, and his ability to understand what is happening between himself and others; and suggests specific treatment techniques and strategies which will enable him to make more appropriate responses.

Once a case has been selected for supervision by the Unit, it is assigned to an officer for preliminary work. That officer conducts and tape-records an I-Level interview of the probationer, and administers a FIRO-B test (Fundamental Interpersonal Relations Orientation - Behavior). This is a psychological test designed primarily to measure how an individual acts in interpersonal situations, and provides a means of predicting the way he will interact with people. The tape-recorded I-Level interview, FIRO-B test and other case materials are then considered by a group of Special Supervision Unit officers to determine the individual's classification. The case is then assigned to a Unit officer who is thought to be most suited to supervise persons in that specific classification.

The probation officer then draws up a written treatment plan based on all the information available to him: the taped interview, the FIRO-B test, pre-sentence reports, and other significant records. The treatment plan includes a description of the probationer's problems, the goals the officer sets for himself in treating the probationer, the strategies and specific techniques the officer proposes to use in reaching these goals, and a list of any unresolved issues in the case. These treatment plans are periodically reviewed by the probation officer and the supervising probation officer, progress is evaluated, and any changes in strategy and techniques are discussed and noted.

This treatment-oriented approach to probation supervision requires that each officer possess a number of treatment skills and techniques. The development of present skills and the acquisition of new skills and techniques is insured by a continuing program of in-service training.



## Special Supervision Unit (continued)

Three of the six officers of the Special Supervision Unit have received training in the concepts of I-Level classification and differential treatment from the Center for Training in Differential Treatment in Sacramento, California. One officer of the Unit has completed intensive training in these concepts and is a member of the Bay Area Training Team which is providing I-Level training to participating Bay Area agencies.

Officers of the Unit have received 16 hours of training in administering and interpreting the FIRO-B psychological test discussed earlier in this report.

With the exception of the one new officer recently assigned to the Unit, all officers have completed the basic course in Transactional Analysis. This is a systematic study of personality and social dynamics used both for diagnosis and in individual and group counseling.

Officers of the Unit have had 20 hours of training in psychodrama, a dramatic method of focusing upon the individual and his personal problems.

Officers of the Unit have also received 25 hours of training in Conjoint Family Therapy. This has provided them with the basic skills in identifying the operative processes and taught them techniques of therapeutic intervention. It has become increasingly clear that an understanding of each probationer's family configuration and the character of his relationships within that family is of vital importance to the officer, both in drawing up a treatment plan and in translating that plan into reality.

Each officer, as a result of his training and his individual strengths, has available a wide range of treatment strategies for working with his clients. The skillful selection and use of a combination of these techniques provides the optimum chance for success with his probationers.

### STATISTICAL INFORMATION

The following statistical information is furnished to reflect what the current probation population of the Special Supervision Unit is like. No comparable statistics are available for probationers in the conventional units, and the problem of appropriate research is currently under consideration by the Bay Area Subsidy Unit Supervisors, a regional organization providing a broader forum for the exchange of information and for collective discussion of common problems.

The statistical information is recorded and kept current on Key-sort punch cards. The approximately 160 individual items reflect



## Special Supervision Unit (continued)

the individual and collective interest of Unit staff in the nature, characteristic behavior, and history of adult criminal offenders supervised by the Unit. At the time this report was prepared, information on 147 of the 176 cases under active supervision was available. Additionally, some 46 cases included in the Special Supervision caseload had either been closed or administratively transferred back to the conventional units. These latter cases are identified in appropriate categories listed below.

		<u>Number</u>	<u>Percentage</u>
<u>AGE</u>	18-20 years	66	45%
	21-25 years	57	39%
	26-35 years	16	11%
	36 years and over	8	5%

Significantly, 84% of the Unit's population is between 18 and 25 years of age, reflecting our efforts to bring about meaningful change at a relatively early period in our clients' lives.

<u>SEX</u>	Male	141	
	Female	6	

<u>NATIONALITY-RACE</u>	White	52	36%
	White-Spanish	14	9%
	Negro	76	52%
	Oriental-other	5	3%

<u>MARITAL STATUS</u>	Single	92	63%
	Married, with wife	27	18%
	Separated, divorced, divorced-remarried	20	14%
	Common-law, other	8	5%

Fifty-five of the 147 probationers comprising this study have a total of 115 children. How many of the 150 dependents would have become public charges if these 55 probationers had been confined in correctional institutions is a matter of speculation.

<u>EDUCATION</u>	Illiterate through 10th grade	68	46%
	11th to 12th	40	27%
	High school graduate	29	20%
	1 to 2 years college	10	7%



# Special Supervision Unit (continued)

<u>WORK SKILLS</u>	Unskilled	93	63%
	Semi-skilled (includes apprentice crafts, operators, etc.	35	24%
	Skilled (journeyman)	5	3%
	White-collar, professional	13	9%

The fact that 73% of the Unit's population did not graduate from high school, and 87% were without job skills at a journeyman level, gives some indication of the difficulty many of these individuals encounter in maintaining themselves in the community.

<u>WORK STABILITY -</u>	6 months to 2 years		
<u>LAST 2 YEARS PRIOR</u>	at one job	36	24%
<u>TO COURT APPEARANCE</u>	Jobs of increasing respon- sibility and/or skill	11	7%
	Irregular employment	51	35%
	Unemployed	44	30%
<u>AVERAGE MONTHLY</u>	\$100.00 to \$250.00	38	26%
<u>INCOME</u>	\$251.00 to \$350.00	16	11%
	\$351.00 to \$500.00	22	15%
	\$501.00 to \$750.00	8	5%

Sixty-five percent of the Unit's population is either irregularly employed or unemployed. This is consistent with the fact that only 5% earns in excess of \$500.00 per month.

<u>PUBLIC ASSISTANCE -</u>	To defendant's family -		
<u>WELFARE</u>	60 days or more in last 2 years	20	14%
	To defendant's parents - last 7 years	18	12%
<u>MILITARY HISTORY</u>	No military service	120	82%
	Honorable discharge	20	13%
	General discharge - Bad Conduct discharge	7	5%

Although 84% of the Unit's population is of draft age, and 39% is between the ages of 21 and 25 years, almost 82% of the population has no military history. This may reflect the military's apparent reluctance to accept persons with either felony arrest records or extensive misdemeanor records.





# Special Supervision Unit (continued)

<u>TYPE OF OFFENSE</u>	Homicide, assault, robbery & burglary 1st (aggressive of- fenses against the person)	27	18%
	Drugs	31	21%
	Burglary 2nd	33	22%
	Larceny & stolen property	25	17%
	Forgery and fraud	3	2%
	Sex offenses	4	3%
	Other	24	17%
<u>NUMBER OF OFFENSE PARTNERS</u>	3 or more	29	20%
	1 or 2	62	42%
<u>USE OF ALCOHOL IN PRESENT OFFENSE</u>	Yes	18	12%
<u>HISTORY OF DRUG USE, INCLUDING CURRENT VIOLATION</u>	Marijuana	49	33%
	Heroin and opiate derivatives	13	9%
	Synthetic drugs	35	24%
	LSD	13	9%

It is noteworthy that 62% of the Unit's population had one or more partners in the commission of their offenses, suggesting the very social nature of the anti-social offender. The items on drug usage are not mutually exclusive, but they point out the extent of the drug problem in this community.

<u>BAIL OR O.R. RELEASE - THIS OFFENSE</u>	Bail	39	27%
	O.R.	58	39%
	Remained in custody	46	31%
<u>COUNSEL - THIS OFFENSE</u>	Private attorney	50	34%
	Public Defender	97	66%

It seems consistent with the socio-economic background of these offenders that only 27% were able to post bail on their offenses, and 34% could afford private attorneys.



# Special Supervision Unit (continued)

<u>PRIOR ARREST</u>	Traffic only	3	2%
<u>RECORD</u>	Juvenile record	78	53%
	Institutionalized as		
	delinquent juvenile	28	19%
	Youth Authority sentence	19	13%
	Adult misdemeanor prior		
	(not traffic)	71	48%
	Adult felony prior	28	19%
	2 or more felony priors	18	12%
	Prison sentence	6	4%

The above items are not mutually exclusive, as the percentages indicate, but they do reflect that special supervision for these individuals is both justifiable and desirable.

<u>DISPOSITION -</u>	Probation 1 to 2 years	56	38%
<u>THIS OFFENSE</u>	Probation 3 years or more	91	62%
	Jail as condition, 6		
	months or less	40	27%
	Jail as condition, over		
	6 months	19	13%
	Fine	14	10%
	Restitution	11	8%
<u>BASE EXPECTANCY -</u>	13 to 34	6	4%
<u>EXPECTED %</u>	35 to 53	54	37%
<u>FAVORABLE</u>	54 to 73	59	40%
	74 to 95	25	17%

The Base Expectancy score is a statistical predictor of probation "success". A high Base Expectancy test score indicates a high probability of success on probation, and a low score, a low probability. The Base Expectancy places a high value on the prior arrest record. Some of the individuals who scored high perform poorly on probation; the converse is also true.

<u>PERSONAL ESTIMATE</u>	Poor	44	30%
<u>OF EXPECTED PROBA-</u>	Average	68	46%
<u>TION PERFORMANCE</u>	Excellent	35	24%

This estimate of performance is subjective, and the officer to whom the case is assigned makes this rating according to his judgment of the client's chances for successfully completing his probationary period.



# Special Supervision Unit (continued)

<u>METHOD OF SELECTION</u>	Selected by committee	101	69%
	Recommended by Court	27	18%
	Recommended by Department	19	13%

The Selection Committee consists of the supervising probation officers of the Superior Court Division, Municipal Court Division, the Special Supervision Unit, and one senior probation line officer of the Special Supervision Unit.

<u>PARENT - FAMILY CONFIGURATION</u>	Natural father, natural mother	74	50%
	Natural mother, father substitute	23	16%
	Natural mother, no father substitute	29	20%
	Natural father, mother substitute	10	7%
	Natural father, no mother substitute	2	1%
	Other (relatives, adoptive & foster parents, orphanage)	9	6%

<u>MARITAL STATUS - PARENTS</u>	Common-law relationship	8	5%
	Divorced	38	26%
	Separated	21	14%
	Broken by death	19	13%
	Unbroken, discordant	6	4%
	Unbroken, congenial	57	39%

<u>FAMILY POLICE RECORD - PARENTAL</u>	None	50	34%
	Mother or substitute with record	2	1%
	Father or substitute with record	10	7%
	Siblings with record	21	14%
	Unknown	65	44%

It is significant that although 50% of the Unit population comes from what can be described as unbroken homes, only 39% of the clients rated their parents' homes as "unbroken, congenial", and that in those cases where there is knowledge of a family police record, 22 of 56% come from homes where one or more family members had a police record.



# Special Supervision Unit (continued)

The following figures reflect new criminal charges against persons which occurred after they had been accepted into the Special Supervision Unit, and who have remained under supervision of the Unit.

ARRESTS DURING PROBATION (ARREST - HELD IN CUSTODY)	1	27	18%
	2	8	5%

NUMBER OF NEW CONVICTIONS (SUBVENTION UNIT)	1 felony	3	2%
	2 felonies	0	
	1 misdemeanor	19	13%
	2 misdemeanors	2	1%

DISPOSITION - NEW CONVICTIONS	Probation	14	10%
	Fine	3	2%
	County Jail	18	12%

These figures, I think reflect the understanding of the Court, and recognition that effecting change is a difficult, long-term task.

Forty-six cases have either been closed or administratively transferred from the Special Supervision Unit back to the conventional units. The following figures reflect information, then, on those 46 cases only, and in view of the relatively small number, no percentage figures are being provided.

REASON FOR REVOCATION	New felony conviction	2
	New misdemeanor conviction	0
	Technical violation	20

RELEASE FROM SUBVENTION UNIT	Dismissed, reduced term	0
	Dismissed, regular term	0
	Probation revoked, not sentenced	14
	Probation revoked, County Jail	0
	Probation revoked, State Prison	3
	Probation revoked, CYA	3
	Proceedings suspended, Calif. Rehab. Center	1
	Death	1
	Administrative transfer	24





## Special Supervision Unit (continued)

LENGTH OF TIME IN	0-6 months	38
<u>SUBVENTION UNIT</u>	7-12 months	8

Cases are administratively transferred back to the conventional units when a probationer has benefited to the fullest extent possible from the Unit program, when changes occur in his living situation which require him to move from this jurisdiction, or if he is unable to respond to treatment.

Of the 20 cases revoked for technical violations - which range from failure to comply with a condition of probation to a conviction of a new offense - warrants are outstanding for 14 of these individuals.

It is significant that 38 of these 46 cases were closed or transferred within six months of their inclusion in the Special Supervision Unit.

### CONCLUDING REMARKS

The Special Supervision Unit of the Adult Probation Department has been in operation a little over a year. A brief description of the history, program, training, and treatment approach employed by the Unit has been presented above, along with a statistical examination of the Unit caseload.

There are, at this time, few methods of demonstrating the effectiveness of this program. Appropriate research is needed to validate its effectiveness, and research concepts are being formulated to accomplish this.

The officers of the Unit are enthusiastic about the program. The changes they have experienced in their approach to their work, in their attitude toward individual probationers, and in personal growth have been dramatic. These changes cannot help but be reflected in enriched services to the community, the Courts, and probationers.

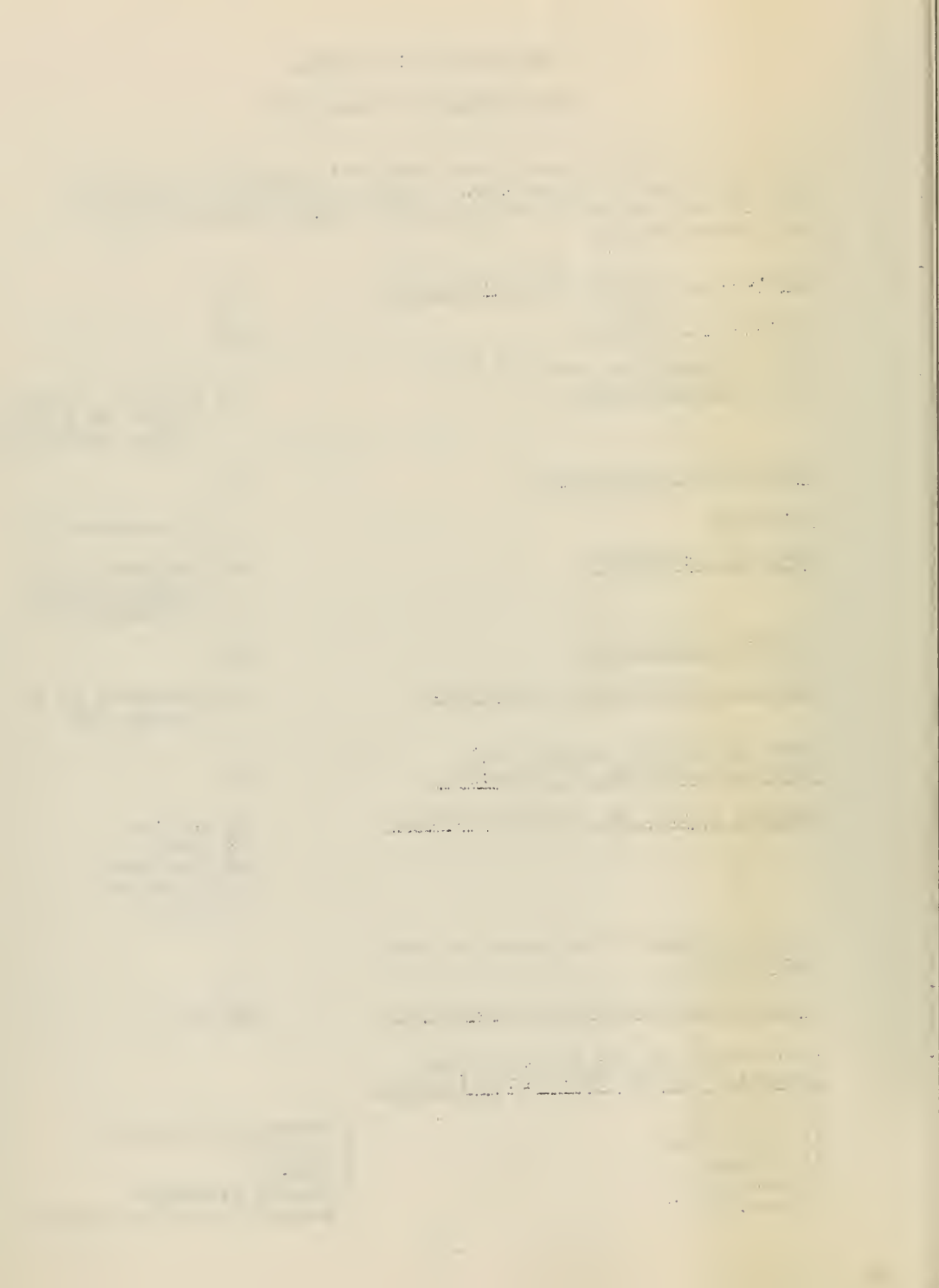
If the promise of the Subsidy Program is to be realized, it requires the continuing understanding, encouragement, and support of the Board of Supervisors, the Courts, and administration, as well as the dedication of individual probation officers.



WORK FURLOUGH PROGRAM  
ADULT PROBATION DEPARTMENT

During this fiscal year, the Work Furlough program completed its first year of operation. Still restricted to space for only 20 men at any given time, the program achieved the following results:

<u>Applications received &amp; processed:</u>	419
<u>Eligibles enrolled:</u>	136
<u>Work furloughees accepted from other jurisdictions:</u>	15 (Dept of Corrections 14 & San Mateo County 1)
<u>Successful completions:</u>	96
<u>Escapees:</u>	4 (2 apprehended)
<u>Removed for cause:</u>	26 (Infraction of rules and job termination)
<u>Current enrollment:</u>	20
<u>Average age of work furloughee:</u>	30 (youngest 18 - oldest 60)
<u>Work furloughee serving jail term as condition of probation:</u>	81
<u>Marital status of work furloughee:</u>	65 married 35 single 14 divorced 19 separated 3 widowed
<u>Average number of children per work furloughee:</u>	1.3
<u>Average length of time on program:</u>	50 days
<u>Individuals on the program were convicted of the following offenses:</u>	
29 Burglary	9 Narcotic Violations
14 Grand Theft	8 Assault
11 Robbery	6 Checks
11 Battery	6 Weapon Violation
8 Petty Theft	6 Receiving stolen property



## WORK FURLOUGH PROGRAM

Individuals on the program were convicted of the following offenses - Continued:

5 Joy-riding	1 Non-support
4 Drunk Driving	1 Disturbing the peace
3 Manslaughter	1 Trespassing
3 Contributing to delinquency	1 Disorderly conduct
of minor	1 Conspiracy
2 Abortion	1 Hit and Run Driving
2 Auto Tampering	1 Auto Theft
1 Loitering	1 Malicious Mischief

Employment: Generally, work furloughmen are engaged in semi-skilled or laboring jobs.

Total days worked by furloughees: 5,395 days

Net earnings: \$87,093.45

Average daily net earnings: \$16.14 per man

Room and Board Collections: \$24,277.50

Total disbursed for family support: \$34,318.50

Sum distributed for personal expenses, medical, pre-existing debts and savings: \$20,257.22

Balance held in trust for furloughees: \$12,386.13

Restitution: \$743.07

Fines: \$753.00

Highlight of the year was the acquisition of the city-owned building at 930 Bryant Street which is currently being converted for use as a separate work furlough facility. Hopefully, the facility will become operational by mid-December. This will enable the program to enroll a maximum of 70 men. With the increased capacity individuals participating in vocational and educational endeavors can more readily be accepted.

The facility will allow the program to attain its true potential as a rehabilitative venture and as an economically sound project by the City and County.



## NALLINE CLINIC

Since July, 1959 this Department has been participating in the operation of the above-named clinic in an effort to detect and control the use of narcotics among probationers.

We are joined in the effort with the Adult Authority under the aegis of the local Health Department. The latter agency supplies the attending physician who administers the tests, and supplies as well, the location where the tests are administered.

In excess of 150 probationers were tested during the year, with tests being administered for some on a weekly basis, but with the vast majority being tested "periodically."

On the basis of ten years' participation it would appear safe to state that the program has been successful in so far as this office is concerned, but only as concerns the alleged use of narcotics on the part of those referred to the program. This statement is made on the basis of the fact that not once during the past year did a positive test result in regard to probatmers. However, it must be admitted that many probationers were found to have needle marks indicative of their using drugs as compared to "hard narcotics." Unfortunately, Nalline does not disclose the use of drugs, and since they are far more prevalent, it would appear obvious that serious thought must be given to enlarging the present manner of testing to include a urinalysis test. It should be mentioned that the co-participants in the Nalline Clinic, the Adult Authority, use both methods and find dual testing to be most helpful.

In each of our annual reports we have indicated a need for improving the supervision and administration of this program. In order to obtain the desired optimum, there must be an increase in staff, with perhaps the entire program of drugs, etc. being placed in the hands of a group of probation officers specifically oriented to the treatment of drug offenders. That there is a serious need for such treatment is only too obvious from the increased arrests each year for this type of violation. Until such action is taken, there can be no thought of adequately controlling the problem of narcotics and drugs in this City.





## PAROLE COMMISSION

EUGENE BLOCK  
MATTHEW CARBERRY  
JOHN D. KAVANAUGH  
WARREN T. JENKINS

CITIZEN  
SHERIFF  
CHIEF PROBATION OFFICER  
SECRETARY

----

During the past fiscal year a total of 63 applications for parole was received and processed by the above-mentioned commission.

Of that number, 28 were granted parole. Over the years, there has been a gradual decline in the number of applicants. This is due, in part, to the fact that a large percentage of those confined serve less than 60 days in custody, and apparently feel that it would not be to their best interests to have a small portion of their sentence reduced in return for being under supervision for a period of six months (the average period of parole supervision.) A second reason evolves out of the fact that a large segment of the jail population, aside from those sentenced to 30 days for intoxication, are serving their confinement as a condition of probation and therefore are not legally eligible to be considered for parole. The final explanation for the reduced number of applicants arises out of the fact that a substantial number of inmates have been sentenced on the basis of a negotiated plea whereby they are told in advance, and agree to a sentence of a certain number of months or days, and the general feeling is that such a charge should not be reduced, except in unusual circumstances.

It is felt, further, that some inmates do not know of the existence of a County Parole Commission. The Commission has never been given the type of help needed in a program such as this, and in fact, the cost of operating the Commission has been borne by the Adult Probation Department. With the presence at the County Jail now of a rehabilitation officer, there would seem reason to investigate the possibility of reclassifying that title to include that of a parole officer. By this means he could discuss parole with the inmates, make the program more meaningful to them, and most importantly, could do a far more extensive interview than is presently done.



# FINANCIAL STATEMENT

STATEMENT - showing funds appropriated,  
expended, and summary of collections  
for fiscal year ending June 30, 1969:

<u>APPROPRIATED:</u>	\$834,965	
PLUS: Carried forward from last year	<u>6,900</u>	\$841,865

## EXPENDITURES:

Salaries - Permanent	\$702,109	
Temporary	2,992	
Overtime	6,204	
Contractual Services	20,474	
Materials and Supplies	9,057	
Equipment	<u>17,419</u>	758,255

LESS: Received from State for  
1967-68 operation of Special  
Supervision Unit

<u>57,793</u>	<u>700,462*</u>
	<u>\$141,403**</u>

UNEXPENDED BALANCE (To General Fund)

## FUNDS COLLECTED ON COURT ORDERS:

Omitting to provide for minor children, and family support	\$1,179,689
---	-------------

Individuals, Merchants and other commercial restitution	134,378
--	---------

Fines, and Restitution for the benefit of the City and County	203,130
--	---------

Work Furlough Collections

Family & Personal Expenses	\$52,204
----------------------------	----------

Restitution, Room & Board, payments to State & returns to Furlougees	<u>22,754</u>
--	---------------

<u>74,958</u>
<u>\$1,592,155</u>

## TOTAL COLLECTIONS

\* Probable reimbursement from State  
next year for 1968-69 operation of  
Special Supervision program is \$148,114

\*\* Includes \$49,642 to Compensation Reserve

COST of supervising an average caseload of  
9953 probationers and handling Special  
Supervision and Work Furlough programs  
for the fiscal year ending June 30, 1969:

Actual Expenditures	\$700,462
LESS - Fines collected to General Fund	\$203,130
Unexpended Balance(See above)	<u>141,403</u>
NET COST TO CITY AND COUNTY	<u>\$344,533</u>
	<u>\$355,929*</u>



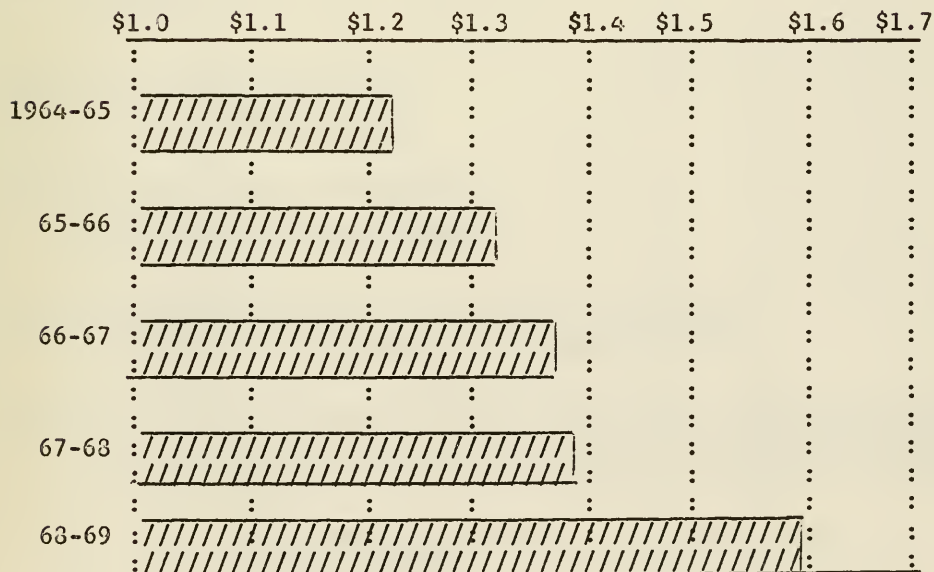
CHART I - Shows comparisons of collections made by the Adult Probation Department on Court orders, during the past five years.

There was a 14% increase in total collections over last year and a 42% increase in the last five years.

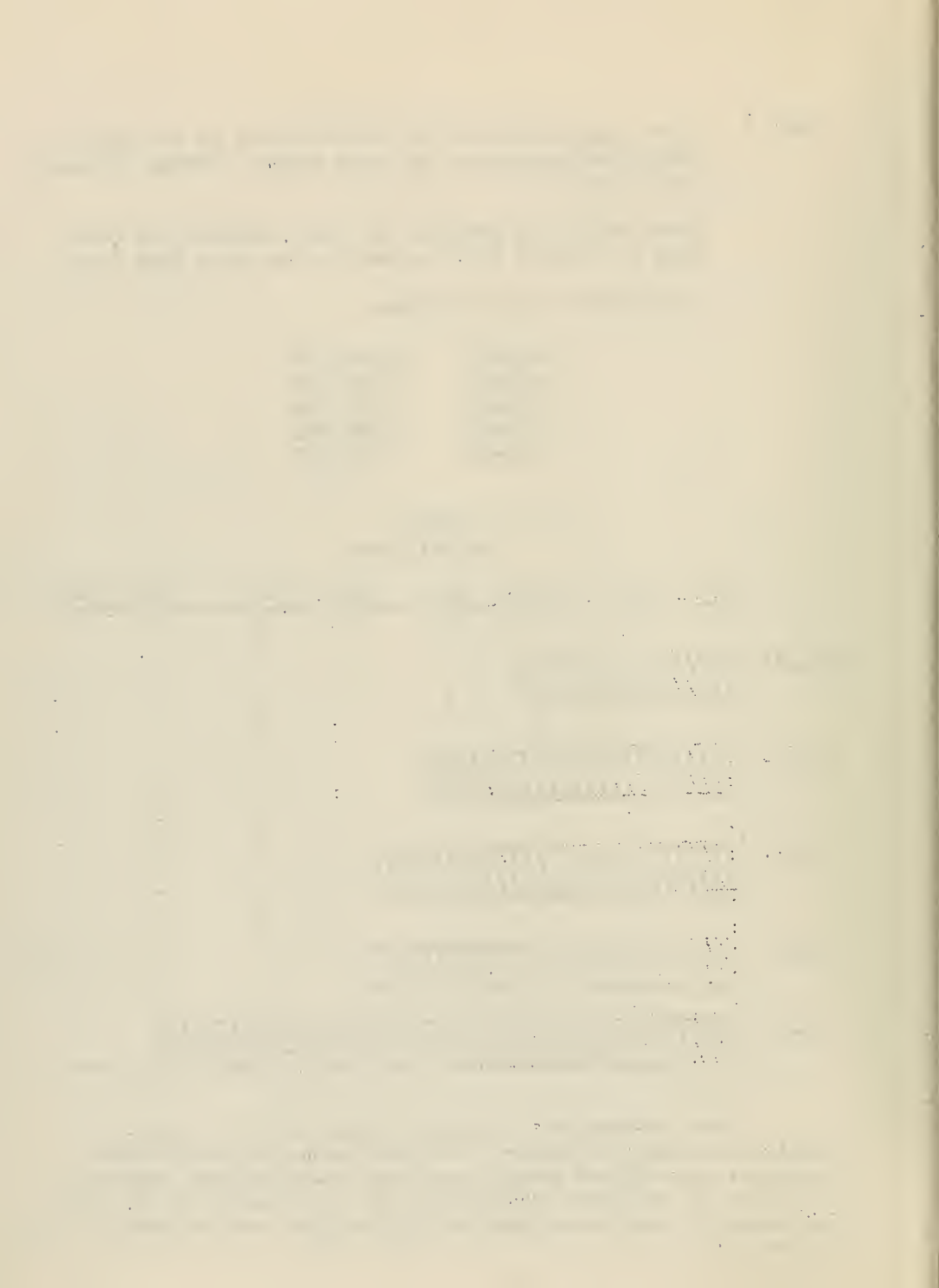
COLLECTIONS are as follows:

1964-65	\$1,226,518
65-66	1,330,454
66-67	1,375,706
67-68	1,397,560
68-69	1,592,155

CHART I  
In Millions



These collections represent monies for the support of families and minor children; for restitution to individuals, merchants, hotels and other commercial restitutions; monies collected on fines and restitution for the benefit of the City and County of San Francisco, and collections made by Work Furlough Unit.

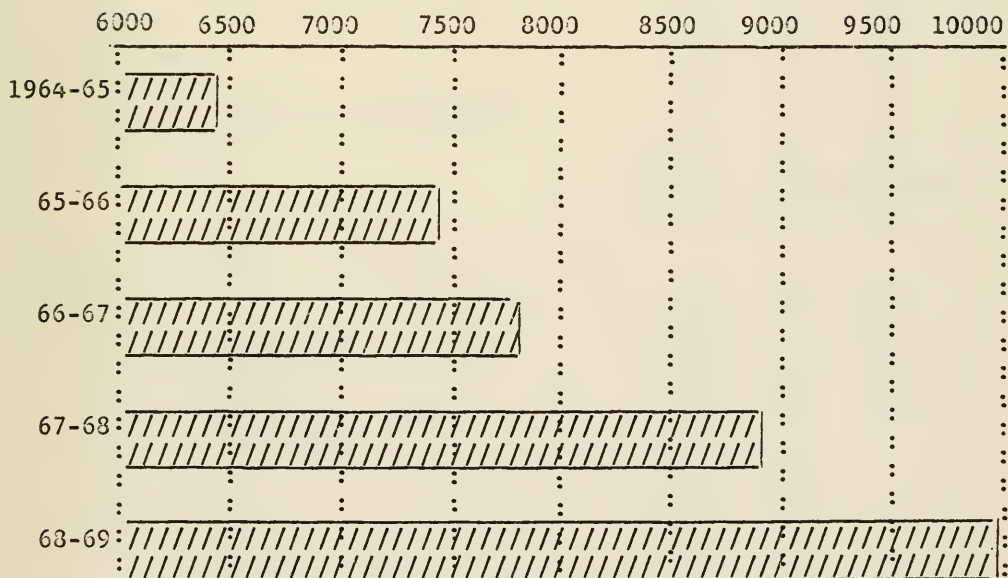


This chart shows a comparison of caseloads carried by the Department during the preceding five-year period.

There is a total of 9953 probationers under supervision.

There was a 57% increase in the total caseload during the past five years.

CHART II



Caseloads per officer for the five years are as follows:

1964-65	252
65-66	283
66-67	245
67-68	260
68-69	207





OFFENSES

where

PROBATION WAS GRANTED OR DENIEDSUPERIOR COURT

	<u>GRANTED</u>		<u>DENIED</u>	
	<u>Male</u>	<u>-Female</u>	<u>Male</u>	<u>-Female</u>
Assault	128	14	41	4
Burglary	233	8	92	3
Forgery	23	8	20	4
Bad Checks	22	12	7	2
Grand Theft	103	17	47	3
Drunk Driving	1	-	2	2
Auto Theft	107	3	20	-
Rape	17	-	8	-
Robbery	79	6	90	4
Drug Laws	508	86	25	4
Bookmaking	12	-	2	-
Contributing-Delinquency Minors	4	-	-	-
Lewd Conduct	5	-	3	2
Other Laws	197	8	58	4
	1439	162	415	37

MUNICIPAL COURT

Battery	238	12	11	-
Malicious Mischief	142	7	-	-
Disturbing the Peace	198	19	8	-
Drunk (152 MPC)	169	22	11	3
Section 23102 Vehicle Code	301	15	4	-
Omitting to Provide	941	-	-	-
Petty Theft	392	120	-	-
Vagrancy	156	97	-	-
Traffic Laws	280	17	2	-
Local Ordinances	63	6	-	-
Section 499b Penal Code	52	0	2	-
Sex Violations	54	3	-	-
California Unemployment Law	155	12	-	-
Sections 147, 148 Penal Code	113	12	7	-
Drug Laws	424	69	9	2
Other violations	226	76	23	4
TOTALS	3904	487	77	9

TOTAL GRANTED PROBATION 5992

" DENIED " 538



## REVOCATIONS AND INVESTIGATIONS

SHOWING COMPARISONS FOR FIVE-YEAR PERIOD - 1965 - 1969

<u>SUPERIOR COURTS</u>			<u>MUNICIPAL COURTS</u>	
<u>Year</u>	<u>Per Cent Revoked</u>	<u>Number on Probation</u>	<u>Per Cent Revoked</u>	<u>Number on Probation</u>
1965	9	1914	19	4504
1966	9	2224	17	5125
1967	7	2517	18	5161
1968	5	3095	16	5760
1969	3	3616	14	6337
Revocations in Superior Courts			122	
Revocations in Municipal Courts			<u>865</u>	
TOTAL			987	

## INVESTIGATIONS

Number of applications for probation (pre-sentence investigations)	4517
Modifications	112
Special Investigations	81
New Probationers	5992
Number of revocations	<u>987</u>
TOTAL	<u><u>11,689</u></u>



### MARITAL STATUS

	SUPERIOR COURT		MUNICIPAL COURT	
	<u>Male</u>	<u>Female</u>	<u>Male</u>	<u>Female</u>
Single	791	64	1195	160
Divorced or Separated	298	48	1612	193
Married	350	50	1097	134
	<hr/>			
TOTAL	1439	162	3904	487

### MISCELLANEOUS STATISTICS

Miscellaneous activities of the Adult Probation Department not covered in other pages of this report are as follows:

Daily written reports made to the Courts involved reports on modifications, revocations, restorations to probation, extensions of probation, and a large number of pre-sentences submitted to the Courts.

Overtime worked by the Department during the year was 800 paid man-hours, and 150 hours time off in lieu of overtime pay.

In the Municipal and Superior Court Divisions, the large number of pre-sentences completed is in addition to the work of supervising a caseload of 9953.



GENERAL STATISTICS

INFORMATION ON NEW CASES RECEIVED

	<u>SUPERIOR COURT</u>		<u>MUNICIPAL COURT</u>		
	<u>Male</u>	<u>Female</u>	<u>Male</u>	<u>Female</u>	<u>TOTAL</u>
Number of applications for probation (pre-sentence investigations)	1838	215	2125	339	4517
Modifications	25	7	70	10	112
Number of cases referred for special investigations (not probation applications)	14	33	30	4	81

PROBATION HISTORY

New probations	1439	162	3904	487	5992
1st time on probation	976	83	3153	410	4622
2nd time on probation	297	54	479	53	883
3rd time on probation	166	25	272	24	487

CONDITIONS OF PROBATION

Served jail sentence	654	60	330	12	1056
Fines imposed	289	36	1686	202	2213
Restitution	64	16	627	83	790
Family Support	0	0	941	0	941
To take psychiatric treatments	4	0	4	2	10
Probation to the Court	3	0	1	0	4
To take Nalline Tests	10	3	79	14	106





SUPERIOR COURT

	<u>Male</u>	<u>Female</u>
The following motions were made for probation in the Superior Courts	1838	215
-----		
Number of probationers continued from previous year	2754	341
Number of offenders granted probation in the Superior Courts	1439	162
Number reinstated	<u>18</u>	<u>8</u>
Number under supervision this year	<u>4211</u>	<u>511</u>
Number revoked	101	21
Number terminated	868	108
Deceased	<u>6</u>	<u>2</u>
	3236	380
Number on probation in Superior Court as of June 30, 1969		<u>3616</u>

-----

The following motions in Superior Court  
were denied and dispositions were  
as follows:

Sentenced to State Prison	184	12
" " County Jail	78	8
Committed to California Youth Authority	81	3
" " Rehabilitation Center	<u>72</u>	<u>14</u>
TOTAL	<u>415</u>	<u>37</u>
		<u>452</u>



MUNICIPAL COURTS

	<u>Male</u>	<u>Female</u>
Number continued from previous year	4935	826
Number granted probation	3904	487
Return to active status	<u>57</u>	<u>8</u>
Number under supervision this year	<u>8896</u>	<u>1321</u>

RELEASES:

Number revoked	724	141
Probation expired without change of plea	2096	336
Discharged under Section 1203.3 and 1203.4 Penal Code	473	109
	<u>5603</u>	<u>734</u>
Number on probation as of June 30, 1969		<u>6337</u>



## FAMILY SUPPORT DIVISION

This year the collections in the Family Support Division reached an all time high. We collected and disbursed \$1,179,688.62 for the support of minor children for the fiscal year ending June 30, 1969. This is a substantial increase over the collections for the last fiscal year, and again it would appear to be extremely impressive. But as it has been mentioned before, it is far from impressive when it is quite obvious that again we have failed by about two million dollars to obtain the support available to us.

The Family Support Division has the responsibility of supervising four programs that provide support for families. The basic responsibility is to prepare reports and presentence investigations and supervise those convicted of violating Section 270 of the Penal Code, if granted probation. In this one instance the work of this division is identical to the work of the other divisions of the Adult Probation Department. That is, our primary responsibility is the rehabilitation of the probationer, and to do this we assist him by counseling and supervision to meet his moral and legal obligations, and this obviously includes child support. The measure of success of any probation program is the extent to which the probationer is able to accept and meet his obligations and responsibilities. In this division we have a very good yardstick to measure our success--the amount and regularity of the support payments.

The other three programs within this Division carry responsibilities that are in no ways similar to the work of the other divisions in the Adult Probation Department. Under Section 580 of the Welfare and Institutions Code the District Attorney is authorized to refer to the Adult Probation Department certain cases for the supervision of support payments. Our relationship with these referrals is not the same as with persons actually on probation. We counsel and advise, and we provide the same services for these referrals as we do for probationers, but we have no authority to enforce our payment plans or other plans that are worked out to assist the father to meet his obligations. In this way, the man referred to the Adult Probation Department under this Section of the Welfare and Institutions Code is indeed a "voluntary probationer." It is a good program. It offers an opportunity for supervision



and control without the necessity of an arrest. It also offers control and protection for both the "complainant" and the "defendant" in that the Probation Officer serves as a referee between the antagonists, who unhappily (although sometimes very happily) continue to battle long after the separation and divorce.

Still another program is that of the Uniform Reciprocal Enforcement of Support Act. This program entails cooperative or "reciprocal" action between our jurisdiction and the many other jurisdictions in California and in the other 49 states. It is a program of extreme interest to the community (and to all communities) because it is a means of obtaining support across state lines and it is effective. However, it is also complex and at times very frustrating. The effectiveness is dependent entirely upon the reciprocity of the various jurisdictions. Usually we get wonderful cooperation, and usually we give good cooperation. However, we are pitifully understaffed, and what might appear to be lack of cooperation on our part is frequently just plain inability to do all the work that is assigned. We accept the fact that other jurisdictions might be faced with the same problem (although we doubt that any other jurisdiction has the heavy caseloads, lack of clerical help and other handicaps we have). There are some localities who consistently fail to provide us with any assistance, or who actually express their lack of concern for families not in their own county.

The final program that is included in the Family Support Division is the last obligation that has been added to our burdens. That is the last that so far has been added, but we are sure it is not the last one that will be added. This program has been authorized by Section 139.5 of the Civil Code. This Section was added by the Legislature in 1963 and provides that the Superior Court may order the child support payments paid through the probation departments in the various counties. Since the code says "in any divorce action," it obviously means past, present, and future divorce actions, and it has added greatly to our responsibilities. Both the reciprocals and the referrals under Section 139.5 come from the Superior Courts. Enforcement of these orders is by civil process in the Superior Courts. This means that our field is far wider than the responsibilities under an ordinary grant of probation. Our relationships with the defendants are





different; our relationship to the Courts are different.

Following is a summary of collections by program for the Family Support Division for the fiscal year 1968-1969:

<u>CODE</u>	<u>TYPE</u>	<u>AMOUNT</u>
F	Family Support 270 PC	\$224,857
N	Incoming URESA	89,551
T	Outgoing URESA	343,362
R	Referral 580-d	273,269
M	Child Support 139.5 CC	<u>248,650</u>
		\$1,179,689

Year after year we describe the means that are used to handle our many, many cases. Our basic tool is the personal effort of the Probation Officer. This means every form of supervision and counseling--family counseling, employment counseling, vocational counseling, financial counseling. We work closely with the defendants and the complainants, their respective spouses, their parents and other relatives, the children, the employers, the creditors, the union representatives, the social workers, the school personnel, attorneys, and doctors.

When the personal efforts of the Probation Officer are not successful we turn to the processes of the Courts. That is, with the exception of the referrals under Section 580 of the Welfare and Institutions Code. These are returned to the District Attorney if our supervision fails. In our probation matters we make motions to review probation, motions to modify probation. We ask that the cases be carried on the calendar to see if the constant pressure of Court action will help when the Probation Officer could not succeed by himself. With our civil cases we cite for contempt and try with much the same action to establish regular, adequate support payments.

We know how to do the job. Long ago we determined that the people who make up our case loads are people who generally can be described as immature, irresponsible and frequently inadequate. This refers to the complainants as well as the defendants.



It does not mean that every complainant and every defendant is immature, irresponsible and inadequate, nor does it mean that these deficiencies refer to all aspects of their character. The fathers are not all inadequate financially. The incomes vary from nothing to \$30,000 a year. The educational level varies from no education to Ph. Ds. But where we have a man who is financially capable of providing adequately for his children, but who will not, we certainly have a man who is immature and irresponsible and inadequate in ways other than financial. And so it goes from one family situation to another.

The job of supervising these cases has been determined to be one that demands professional skill rather than simple clerical diligence. This has been accepted by the Courts, and it is for this reason that the matter has been handled by Probation Officers rather than by clerical staff. However, the Probation Officer alone can do only so much and desperately needs help in handling the many clerical details of the job. Adequate clerical help, modern aids available for such jobs, closer cooperation between the agencies, and better enforcement of our support orders would more than pay the costs of these aids.

It is unfortunate that the community seems so little concerned with this problem which is so vital to everyone in the community. We have said this before, but we will repeat it every year until some one listens. It is not only the dollars that go to families dependent upon public assistance and therefore reduce our taxes, nor is it only the dollars that go to the working mothers of children who can then do for their children as they should. Since the family is supposed to be the unit of our society, it is very important that the fathers support their children and that the children know that fathers should and do support their children. One way that the welfare cycle can be broken is to use every tool available to society. Yes, job training should be increased; yes, wages should be adequate; yes, higher education should be encouraged. But these things should be done just so that families can provide for their own.

We have suggested several times that there is no more obvious way to prove the value of good supervision than to handle a project under public scrutiny. We have invited such scrutiny,



we have laid our professional standing on the line, knowing what could be proved. Unfortunately, no one seems to care-- not those who could set up such a program, nor those who would so immeasurably benefit from such a program. Therefore we are now making a different proposal.

We now suggest that a long hard look be taken at this whole program of child support, taking into consideration the \$1,179,688 we did collect in the last fiscal year, and the millions we should have collected and didn't, and the additional millions we should be able to collect annually with the cooperation of related agencies. If an additional \$4 to \$5 million dollars a year is important to the community, we then suggest that the program be established to permit that amount to be collected. If the community and its leaders do not consider the additional millions important; then, the program should be dropped. It is truly hard to believe that cold facts and hard cash can be ignored when the benefits from a proper program would be so important and effect so many people. If it is important, it should be done right, and if it is not important, we should be honest enough to admit that fact and forget the whole program. What we should not do is to pretend that we are meeting a real need in the community and to continue our shoddy, incomplete, frustrating and totally inadequate performance. Don't forget that this program makes money; the return on the investment of adequate staffing is amazing; the benefits are tremendous. But the community (and its leaders) must face the facts. It is past the time to make the decision.









352.9 2852 P  
30  
1  
169-76  
.2

# San Francisco Adult Probation Department



DOCUMENTS DEPT.

JAN 16 1980

SAN FRANCISCO  
PUBLIC LIBRARY

## ANNUAL REPORT 1969-1970



CITY AND COUNTY OF SAN FRANCISCO

ADULT PROBATION DEPARTMENT

HALL OF JUSTICE

880 BRYANT STREET, ROOM 200

SAN FRANCISCO CA 94103

PHONE 415-553-1704



## INDEX

	<u>Pages</u>
Letter of Transmittal	1-3
Superior Court Division	4-6
Municipal Court Division	7-8
Family Support Division	9-10
Special Supervision Unit	11-15
Work Furlough Program	16-17
Financial Statement	18
Offenses - Municipal Court	19
Offenses - Superior Court	20
Municipal Court - Statistics	21
Superior Court - Statistics	22



SUPERIOR COURT

CARL H. ALLEN, PRESIDING JUDGE

CRIMINAL DIVISION - JUDGE ROBERT J. DREWES  
DEPARTMENT 21  
PRESIDING JUDGE

JUDGE WALTER F. CALCAGNO  
DEPARTMENT 22

JUDGE JOSEPH KARESH  
DEPARTMENT 24

JUDGE LAWRENCE S. MANA  
DEPARTMENT 23

MUNICIPAL COURT

LEO R. FRIEDMAN, PRESIDING JUDGE

CRIMINAL DIVISION

JUDGE JANET AITKEN  
DEPARTMENT 11

JUDGE JOHN O'KANE  
DEPARTMENT 15

JUDGE ALBERT A. AXELROD  
DEPARTMENT 12

JUDGE R. J. REYNOLDS  
DEPARTMENT 16

JUDGE CHARLES E. GOFF  
DEPARTMENT 14

JUDGE JAMES J. WELSH  
DEPARTMENT 9

JUDGE JOSEPH G. KENNEDY  
DEPARTMENT 13

JUDGE SAMUEL E. YEE  
DEPARTMENT 10

JUDGE HARRY LOW  
DEPARTMENT 17

ADULT PROBATION ADVISORY BOARD

KERMIT ALEXANDER  
CHARLES BLOCK  
VINCENT J. CALLAN

MONSIGNOR MATTHEW CONNOLLY  
(MRS.) AGNES NIGHTINGALE  
ARTHUR A. PETRI





Past Annual Reports of this Department customarily began with mention being made of the amount of monies collected by way of fines, restitution and child support, all with the intent of showing that the Department was self-sustaining. While such information might still merit attention in these present "cost conscious" times, it would seem to be vastly more appropriate to use such a vehicle as this as a means of bringing to the attention of the Courts and the community as a whole, the accomplishments of the Department as well as its short-comings.

This Department, it is felt, should be viewed as a part of a larger community organization, embracing the Courts, Health and Social Service Departments, law enforcement agencies as well as other public and private groups. To obtain the maximum service for the community there has to be a program of full cooperation of all the agencies involved.

To that end, shortly after the first of this year a probation officer was designated as a community resource officer and since then the officer has been attending various meetings with the Department of Human Resources Development, and other agencies in an effort to coordinate rehabilitative activities. This has resulted in many more avenues being opened for the professional staff in the way of available resources. Another member of the staff was selected to be a liaison officer to work with the Department of Mental Health and the Social Service Department to deal with the alcoholic problem. Periodically guest speakers appear at staff meetings to discuss specific phases of probation work, and additionally a speakers bureau has been instituted to acquaint the community with the aims and workings of the Department.

Changes within the Department have also been put into effect. The most important from a professional standpoint has been the establishing of a reference library; the beginning of a manual (at long last), and the development of a classification system that can only result in better supervision and at the same time dramatically reduce caseloads. Unfortunately this latter



innovation must necessarily be held in abeyance pending implementation of staff.

However, more than any other innovation the program that is expected to achieve the most favorable results is that involving the community itself. A volunteer program has been started under the aegis of the Adult Probation Advisory Board. A great deal of preliminary work has been entered into and as this report is being prepared, plans have been effectuated whereby organizations within the community have been invited to participate in this far reaching program and a number of them have already evinced an interest to participate.

It is anticipated that the talents of many interested citizens will be used to the mutual benefit of the Department as well as the volunteer and the probationer.

The Work Furlough Program was enlarged as of July 1, 1970 to allow for the enrolling of 70 inmates (from a previous maximum of 20).

These, and many other changes, have been effected since March, 1970, but truthfully they have had only a slight impact on the over-all situation. If it is true that the community is effected by the results of the Adult Probation Department, and certainly no right thinking person could deny that such is the case, the conclusion must be drawn that because of gross understaffing, the community is not receiving adequate reformative services for violators of the law and is getting even less protective service from the department on a supervision level. The remedy is obvious and quite simple to correct, but the longer the needs of the department are not met, the more complex becomes the problem and the ultimate cost is compounded. The remaining portion of this Annual Report contains the statistical information that establishes the fact of over-burdening case loads, etc. That the Staff has continued to perform in an outstanding fashion serves to point out their complete dedication.



During the past year we had reason to call upon various public and private agencies and the assistance they furnished this Department is most appreciated. We also must necessarily acknowledge the cooperation of His Honor, The Mayor, Board of Supervisors, Judges of the Municipal and Superior Courts, District Attorney, Police, Sheriff and the Press.

Respectfully submitted,

WARREN T. JENKINS  
ACTING CHIEF ADULT PROBATION OFFICER



## SUPERIOR COURT DIVISION

The Superior Court Division of this Department started the new fiscal year of 1969-1970 with a shot-in-the-arm in the form of six new senior probation officers and a supervising probation officer. This Division had not had a supervisor in the past, and the addition of the supervisor in itself added control, organization and direction to the work done in this Division. An attempt was made to set standards for pre-sentence investigations and reports, and considerable professional information was made available to the probation officers with the hope that the work would improve uniformly throughout the Division.

The total number of senior probation officers assigned to this Division throughout the last year was 18. To assist the professional staff there were seven clerk-stenographers. For the first 8 months of this year, the assigned workload remained rather stable. The probation officers were doing an average of 8 or less presentence investigations a month, and an average caseload of 175 to supervise. Beginning in March, 1970 however, there has been a heavy increase in the number of referrals from the Courts for presentence investigations. In July 1969 there were 133 referrals, in June, 1970 there were 190. It can be predicted from the gradual increase of the last four months of the year, that there will be no reduction in the work referred to this Department.

One of the main reasons for the increase in referrals for investigations in this Department was the opening of the Civil Division of the Superior Court for trial of criminal cases. Reports due the Civil Division increased from none in July, 1969 to 8 in January, 1970 to 35 in June, 1970. When requests were made for the District Attorney, Public Defender and the Adult Probation Department to provide staff for this extra work, the Adult Probation Department was denied staff. The reason given was that the request of the Adult Probation Department was just





## SUPERIOR COURT DIVISION (continued)

"in anticipation of increased work load". It is interesting to note that the denial was made in January, 1970, yet it was in January, 1970 that 8 additional reports were due the Civil Division of the Superior Court. In that month alone the additional work demanded at least one new probation officer.

During this past year new systems were tried for supplying a Probation Officer for each of the Courts of the Criminal Division of the Superior Court. A rotating schedule was set up for the Master Calendar Court and also for the other three Courts of the Criminal Division. This was an improvement over the old system, but failed to provide continuing service and control that was obviously necessary. In May, 1970, another plan was tried, and appears successful.

At the present time, there is one Senior Probation Officer assigned full time to the Master Calendar Court. He appears in Court for at least 4½ hours a day, prepares the probation calendar for Court, serves as the liaison man between Master Calendar and the Department and also handles the supervision of his own case load, preparing incidental and supplemental reports to the Court on demand. The other three Courts of the Criminal Division each have a probation officer assigned. Although the Court-time is considerably less for these three probation officers, they do have the responsibility of working closely with the Court and keeping informed of all the activity that would concern the Probation Department. Each of these three probation officers are assigned a reduced number of presentence investigations and other duties to compensate for the time spent in Court duties. This system gives a continuing control and a closer working relationship between the Courts and the Adult Probation Department and seems to be much more satisfactory than any of the plans previously tried.

It had been thought that during this past fiscal year it would be possible to make a separation within this Division between the Investigation staff and the Supervision staff. It is only too obvious at this time that



## SUPERIOR COURT DIVISION (continued)

the staff is too small and the work load too heavy to make such a split. However, a start has been made toward this division of responsibilities with the adoption of a classification system that will assist in determining the extent of supervision required for the probationers. It is the plan that beginning in the new fiscal year, each probationer will be classified according to a Base Expectancy Scale. Other Probation Departments have used this scale and have found it effective, simple and timesaving. We hope that our full case load will be so classified within the next year.

At the start of the fiscal year in July, 1969, it appeared that some of the long time goals were within reach. One of the Probation Officers in this Division had been assigned primarily to community relations, developing research and resources, to the planning and development of new programs within the Department, and to assist in the preparation of a manual and work towards the development of a training program. Unfortunately, the increased intake has made it necessary to assign a heavy load of presentence investigations to this probation officer. That seriously interfered with our plans here, just as the heavy intake stalled our plans for separation of duties, leaving us in a situation where it is just possible to get by from day to day by forcing out the required number of presentence investigations.

In spite of our disappointments during this past year, we have not given up planning. We are asking for and must have an immediate increase in staff to compensate for the heavy increase in referrals. We will continue to work toward separation of investigation and supervision, and we are trying now to make plans for outside help to assist in classifying our active caseload. If this can be done our separation of duties will have been started.



## MUNICIPAL COURT DIVISION

There have been a number of significant changes in personnel as well as in the operation of the Municipal Court Division during the fiscal year 1969-1970.

In June, 1969 six deputy probation officers and two clerk stenographers were added to the staff bringing the total complement to twenty probation officers and six clerks. At that time there were 3,937 persons under the supervision of this unit.

Since the first of the present year, as is true throughout the Department, a number of administrative changes were made within this unit. A clerk was made responsible for the intake and reception of all referrals from Municipal Court and cases were assigned to probation officers by her, thereby releasing the Supervising Probation Officer from a clerical function and enabling him to assume more important functions. Weekly staff meetings were held for the first time, in the course of which training procedures were put into use, policies were explained and discussed, and laws pertaining to the Department were commented upon.

Officers in the unit were provided I-Level training and a series of talks on the administering and interpretation of the Firo-B psychological test were given by trained members of the administrative staff.

It had been hoped that the additional staffing would have some impact on the caseloads of the deputy probation officers, but it was quickly ascertained that such was not to be the case. From a total of 3,937 persons under supervision, the monthly grants of probation kept rising until at the end of the fiscal year there were 5,899 under supervision for an average caseload of 328, an increase of 68 per each caseload since January, 1970.

It is alarming to note that in the first six months of 1970, there were 3,745 grants of probation representing an increase of 38% over the corresponding period in 1969.



## MUNICIPAL COURT DIVISION (continued)

A superhuman effort was made to reduce caseloads as evidenced by the submitting to the Courts of 1,540 reports requesting for the revocation of probation; 527 cases were terminated prior to their normal expiration dates; 609 cases were dismissed and 323 cases were sealed. In addition 214 other cases were returned to Court on motions to review, modify, etc. In all, during the period of January to June 30, 1970 a total of 3,213 reports were submitted to the Courts by this unit all with the intent of reducing caseloads.

Obviously, an increase in staff in this unit is vital if the Courts and the Community are to be given even minimum services. An addition of ten deputies could result in a decrease in average caseloads to 220, and this could be effected by replacing probation officers presently assigned to the Family Support Division with probation workers at considerable savings for the City and County.





## FAMILY SUPPORT DIVISION

With the change in administration as of March, 1970 the question was raised as to the nature of, and the rationale for, the type of operation existing in the Department's Family Support Division. What was our role in handling civil and voluntary child support collection cases? Was it solely to implement the collection of the money for child support? Should it involve case work? Could one deal with people without becoming involved in problem solving?

To assist us in resolving the dilemma the collection systems in other Bay Area Probation Departments were considered. Based on comparisons certain conclusions were reached regarding our operation.

- 1) That our collection rate of less than 50% of cases referred was wholly inadequate.
- 2) That we were doing things that we should not - collecting child support in cases over which we had no jurisdiction.
- 3) That we lacked control over intake and enforcement which contributed not only to the low collection rate, but also resulted in a feeling of futility and frustration on the part of members of the staff.

What has been done during the period since March, 1970 in addition to reaching the above conclusions?

- 1) Over 350 cases in which the Department had no legal jurisdiction were closed.
- 2) Procedures were instituted to make voluntary referrals pursuant to Section 580d of the W & I Code by the District Attorney subject to review by the staff.



FAMILY SUPPORT DIVISION (continued)

- 3) Cooperation of the Judges was obtained in the handling of 270 PC violations with the result that more jail sentences were imposed where other means of compliance with the Court's orders had proved ineffective.
- 4) Through cooperation with the District Attorney, child support orders made in dissolution of Marriage cases (4702 CC) are being modified or suspended on representation from the Probation Department.

Other changes to make the collection of child support orders more effective were, and still are, being developed.

What does all this mean? One distinct possibility is the realization that with the institution of more efficient methods and the limiting of case work functions to a minimum, a less highly trained person other than a Probation Officer can be used in handling a major portion of the Civil and Voluntary referrals. To that end, at the time that this report was being prepared, a request had been submitted to the Mayor and the Board of Supervisors that a new classification, Probation Worker, be instituted to replace the professional members of the unit thereby allowing the latter to totally involve themselves in true probation work.

Following is a summary of collections by types for the Family Division for fiscal year 1969-1970:

<u>TYPE</u>	<u>AMOUNT</u>
Family Support 270 PC	\$190,180
Incoming URESA	93,934
Outgoing URESA	331,680
Referral 580d	268,045
Child Support 139.5CC	<u>302,976</u>
	\$1,186,815
 Restitution & Claims	 <u>102,429</u>
	<u>\$1,289,244</u>



## SPECIAL SUPERVISION UNIT

### HISTORY

The Special Supervision Unit was established in April, 1968, with offices in Room 210 of the Hall of Justice. It is composed of six Senior Probation Officers, one Supervising Probation Officer, one Senior Clerk Stenographer, and two Clerk Stenographers. This is in compliance with minimum state standards. Only offenders who otherwise might be sentenced to state prison or the Youth Authority are eligible for supervision by the Special Supervision Unit. Caseloads in the Unit must be kept comparatively low. No line officer may supervise more than 50 cases. Experience clearly demonstrates that a more realistic caseload size is 35.

### UNIT PROGRAM

From the Unit's inception, the Interpersonal Maturity Level (I-Level) Classification System and the differential treatment concepts it embodies have been the basis for our approach in working with probationers. Oversimplified, this system enables us to determine each probationer's stage of interpersonal development: how he sees himself and his environment in terms of emotions and motivations, and his ability to understand what is happening between himself and others; and suggests specific treatment techniques and strategies which will enable him to make more appropriate responses.

I-Level Classification of a probationer is determined by means of a taped interview (audio or video), a psychological test, and examination of case materials. After classification has been determined, the probation officer assigned to the case draws up a written treatment plan based on all the information available to him, which includes a description of the probationer's problems, the goals the officer sets for himself in treating the probationer, the strategies and specific techniques the officer proposes to use in reaching these goals, and a list of any unresolved issues in the case. These treatment plans are periodically reviewed, progress is evaluated, and any changes in strategy and techniques are discussed and noted.

This treatment-oriented approach to probation supervision requires that each officer possess a number of treatment skills and techniques. The development of present skills and the acquisition of new skills and techniques is insured by a continuing program of in-service training. Officers in the Special Supervision Unit have received or will receive



## Special Supervision Unit

training in Transactional Analysis, Family Conjoint Therapy, Psychodrama and group counseling. As a result, each officer has available a wide range of treatment strategies for working with his clients. The skillful selection and use of a combination of these techniques provides the optimum chance for success with his probationers.

## STATISTICAL INFORMATION

The following statistical information is furnished to reflect what the current probation population of the Special Supervision Unit is like. The approximately 160 individual items reflect the nature, characteristic behavior and history of adult criminal offenders supervised by the Unit. During the past year, the Special Supervision Unit worked with 234 probationers. At the close of the fiscal year, 165 of these cases were under active supervision.

### Age

Forty-eight per cent of the cases under active supervision are individuals less than 20 years old. Thirty-six per cent are in the age range of 21 to 25 years.

### Sex

Ninety-five per cent of the cases in the Unit are male, five per cent are female.

### Nationality - Race

Thirty-four per cent of the cases are Caucasian, 52% are Black, and the remaining 14% are from other minority groups.

### Marital Status

Sixty per cent of the individuals under supervision are single. To the remaining 40%, either married, divorced, or in common-law relationships, 101 children have been born.

### Education

Seventy-two per cent of the individuals under supervision have less than a high school education.





## Special Supervision Unit

### Work Skills

Sixty-two per cent of the individuals in the Unit's caseload are unskilled, and 72% of them are either unemployed or irregularly employed. Of those employed, 53% earn less than \$500 per month.

### Military History

Eighty per cent of the individuals under supervision have no military service record.

### Type of Offense

Twenty per cent of the Unit's population is under supervision for having committed aggressive offenses against the person, specifically, homicide, assault, robbery, and burglary first degree. Twenty-three per cent are on probation for violation of drug laws. Twenty-two per cent are being supervised for the offense of second degree burglary, and twenty per cent for larceny and stolen property offenses.

### Number of Offense Partners

Fifty-seven per cent of the offenders had crime partners in the commission of their offense.

### Prior Arrest Record

Fifty per cent of the individuals under supervision have a juvenile record. Twenty per cent of these have been in juvenile institutions, 14% in the California Youth Authority. Fifty-two per cent of the cases show an adult misdemeanor prior record other than traffic offenses, and 14% an adult felony prior.

### Disposition, This Offense

Sixty-seven per cent of the individuals under supervision by the Unit were granted probation for three years or more; 31% served six months or less in the County Jail as a condition of probation, and 10% served over six months in the County Jail as a condition of probation.



## Special Supervision Unit

### Arrests During Probation (Arrest - Held in Custody)

Twenty-two per cent of the individuals under the Unit's supervision were arrested once while on probation; 18% were arrested twice, and 7% suffered three or more arrests.

### Number of New Convictions (Subsidy Unit)

Seventeen individuals were convicted of felonies, two were convicted of two counts of felony offenses, 38 were convicted of one misdemeanor charge, 14 were convicted of two misdemeanor charges, and three individuals of three misdemeanor charges.

### Disposition, New Convictions

Thirty-three per cent of those convicted of new offenses were granted probation, and 25% received County Jail sentences on the new charges.

As a result of these new convictions, and for technical violations of the conditions of probation, Unit officers submitted 30 motions to revoke probation, which were granted.

### Release from Subsidy Unit

Five probationers had their probationary period terminated early; eight probationers successfully completed their probationary period; probation was revoked and bench warrants issued for 16 probationers; three had their probation revoked and were sentenced to the County Jail; five probation revocations resulted in probationers being sentenced to the state prison; and on one revocation, the individual was committed to the California Rehabilitation Center.

### Length of Time in Subsidy Unit

Of the 69 cases closed during the fiscal year, 42 were under supervision of the Special Supervision Unit less than a year. Twenty-six of these cases were administratively transferred out of the Unit, specifically for reasons other than violation of conditions of their probation.



## Special Supervision Unit

### CONCLUDING REMARKS

San Francisco County's 1969-70 earnings under the Subsidy Program were considerably reduced. The first-quarter estimate furnished by the Youth Authority projected our earnings at \$624,000. The final earnings figure of \$81,200 reflects actual earnings during this period.

At the time San Francisco entered this program, the population figure used by the State Department of Finance for computing earnings for San Francisco was 748,000. This was revised downward for 1969-70 to 706,900. The other basic factor in determining a county's earnings under the subsidy formula is the number of commitments from each county. During the past year, 96 more individuals were committed to state institutions from San Francisco than in the previous year. These two factors, then, basically result in the reduced earnings.

An analysis of those cases committed to the state institutions from the adult criminal courts is being made, and findings will be published. In an effort to sustain the subsidy program here in San Francisco at its present level of operation, application is being made for emergency relief provided for under Section 1825(g) of the Welfare and Institutions Code.



## SAN FRANCISCO WORK FURLOUGH PROGRAM

Wisconsin State Senator Henry A. Huber who conceived the Work Furlough plan guided the program through the Legislature of that State in 1913.

In 1957 Section 1208, known as the "Work Furlough Rehabilitation Law" was added to the California Penal Code.

In 1966 the San Francisco Administrative Code was amended by the Board of Supervisors establishing a Work Furlough Program in our jurisdiction. The Chief Adult Probation Officer was designated as the Work Furlough Administrator.

San Francisco officially joined twenty other California Counties in activating its Work Furlough Program in May of 1968, but on a limited scale. From May of 1968 through June of 1970, inmates on the program were housed in a dormitory at the Hall of Justice County Jail. The maximum enrollment was restricted to twenty men at any given time, because of space limitations.

During this fiscal year, the city-owned building at 930 Bryant Street was converted for use as a separate Work Furlough Facility. This facility will be operational on July 1, 1970, and will provide accommodations for seventy men.

Statistically, for the past fiscal year, the program achieved the following results:

<u>Applications received and processed:</u>	Superior Court	146
	Municipal Court	37

<u>Eligibles enrolled:</u>	84
----------------------------	----

<u>Work Furloughes accepted from Department of Corrections:</u>	17
---	----





SAN FRANCISCO WORK FURLOUGH PROGRAM (continued)

<u>Net Earnings:</u>	\$100,173.66
<u>Days Worked By Furloughees:</u>	6032
<u>Room and Board Collections:</u>	27,144.00
<u>Total Disbursed For Family Support:</u>	34,051.81
<u>Sum Distributed for Personal Expenses &amp; Savings:</u>	37,657.45
<u>Fines:</u>	774.00
<u>Restitution:</u>	546.40



## FINANCIAL STATEMENT

Funds appropriated, expended and  
collections for fiscal year ending  
June 30, 1970:

APPROPRIATED: \$1,022,308

EXPENDITURES:

Salaries - Permanent	\$939,193	
Temporary	2,996	
Overtime	6,061	
Contractual Services	24,297	
Materials and Supplies	7,730	
Equipment	2,705	<u>982,982</u>

UNEXPENDED BALANCE TO GENERAL FUND: \$ 39,326

FUNDS COLLECTED ON COURT ORDERS:

Omitting to provide for families Including Service Charges of \$18,424 to General Fund	\$1,233,722
--	-------------

Restitution to Individuals, Merchants, etc.	134,794
--	---------

Fines including penalties paid to State (\$77,569)	320,639
---	---------

Work Furlough Collections		
Family & Personal Expenses	\$65,376	
Restitution, Room and Board payments to State and savings returned to		
Furloughees, Fines	30,436	<u>95,812</u>
		<u>\$1,784,967</u>

FUNDS COLLECTED FROM STATE FOR  
OPERATION OF SPECIAL SUPERVISION  
UNIT:

\$ 175,688



MUNICIPAL COURT OFFENSESPROBATION

	<u>GRANTED</u>		<u>DENIED</u>	
	<u>Male</u>	<u>Female</u>	<u>Male</u>	<u>Female</u>
Resisting Arrest	148	7	31	1
Manslaughter	12	-	1	-
Assault/Battery	294	3	36	1
Omitting to Provide - 270 PC	83	-	21	-
Contributing to Delinquency	33	2	14	-
Minor				
Sex Violations	61	7	11	-
Disturbing the Peace	327	95	27	-
Fictitious Checks	102	-	-	-
Burglary	88	3	4	-
Forgery	53	13	4	2
Misuse Credit Cards	126	54	30	14
Thefts	694	279	30	25
Receiving Stolen Property	87	16	8	1
Joyriding	91	2	12	-
Malicious Mischief	125	6	8	2
Trespassing/Prowling	78	9	18	2
Prostitution/Loitering	177	140	29	14
Drunk/Under Influence Drugs	294	19	24	6
California Unemployment	146	23	8	3
Narcotics (B&P Code)	121	19	23	2
Poss. Narcotics/Drugs	739	83	48	4
Carrying Concealed Weapon	71	4	19	2
Traff. Laws except Drunk				
Driving	573	27	34	-
Drunk Driving	890	52	12	-
Local Ordinances	98	12	19	-
All Other	196	49	103	16
Courtesy Supervision	291	38	-	2
	<u>5998</u>	<u>962</u>	<u>574</u>	<u>96</u>

SUPERIOR COURT REFERRALS ON FAMILY CASES

139.5CC, 580d, 4702, URESA	772	9	1	-
GRAND TOTAL	6770	971	575	96



SUPERIOR COURT OFFENSES

PROBATION

	<u>GRANTED</u>		<u>DENIED</u>	
	<u>Male</u>	<u>Female</u>	<u>Male</u>	<u>Female</u>
Assault	139	11		
Burglary	202	4		
Check Violations	555	16		
Misuse Credit Cards	110	4		
Theft	100	13		
Receiving Stolen Property	57	3		
Car Theft	171	1		
Vehicle Violations Except Car Theft	9	1		
Rape	17			
Sex Violations	6			
Robbery	59	5		
Narcotics/Drugs	348	38		
Murder/Manslaughter	14	1		
Bookmaking	4			
All Others	<u>141</u>	<u>14</u>		
	1332	111		<u>349</u>

SUMMARY MUNICIPAL AND SUPERIOR COURT OFFENSES

Total this page	1332	111	349
Total previous page	<u>6770</u>	<u>971</u>	<u>671</u>
GRAND TOTALS	<u>8102</u>	<u>1082</u>	<u>1020</u>





## MUNICIPAL COURTS

(Including Superior Court Referrals On Family Cases)

### PROBATIONERS

Continued from last year	6337
Granted probation this year	7741
Returned to active status	<u>250</u>
	14328
Revoked	2000
Expired without change of plea	2824
Discharged under Section 1203.3 and 1203.4 PC	<u>1131</u>
	5955
On probation at June 30, 1970	8373



SUPERIOR COURT

Motions made for probation	1792
----------------------------	------

PROBATIONERS

Continued from last year	3616
--------------------------	------

Granted probation this year	<u>1443</u>
	5059

Revoked and otherwise terminated	1215
----------------------------------	------

On Probation at June 30, 1970	3844
-------------------------------	------

Denials of probation	349
----------------------	-----





47-2 AM 8-44  
SEP 30 1967

5F  
K30  
1970-1971

San Francisco  
Adult Probation Department



DOCUMENTS

OCT 30 1971

SAN FRANCISCO  
PUBLIC LIBRARY

ANNUAL REPORT

1970-1971





CITY AND COUNTY OF SAN FRANCISCO

ADULT PROBATION DEPARTMENT

HALL OF JUSTICE

880 BRYANT STREET, ROOM 200

SAN FRANCISCO CA 94103

PHONE 415-553-1704



## INDEX

	<u>Pages</u>
Comparison of Caseloads and Average Caseload 1961-1971	1
Letter of Transmittal	2-3
Superior Court Statistics	4
Municipal Court Division	5-6
Family Support Division	7-8
Special Supervision Unit	9-10
San Francisco Work Furlough	11
Financial Statement	12
Statistics	13



SUPERIOR COURT

FRANCIS McCARTY, PRESIDING JUDGE

CRIMINAL DIVISION

RAYMOND ARATA	DEPT. 4	JOHN ERTOLA	DEPT. 23
WALTER CALCAGNO	MASTER CALENDAR	CLAYTON HORN	DEPT. 20
DONALD CONSTINE	DEPT. 7	JOSEPH KARESH	DEPT. 24
ROBERT DREWES	DEPT. 21	ROBERT MERRILL	DEPT. 16

MUNICIPAL COURT

GERALD O'GARA, PRESIDING JUDGE

CRIMINAL DIVISION

DEPT. 9	JAMES J. WELSH	DEPT. 14	FRANK E. HART
DEPT. 10	R. J. REYNOLDS	DEPT. 15	VICTOR CAMPILONGO
DEPT. 11	ALBERT WOLLENBERG	DEPT. 16	AGNES O'BRIEN SMITH
DEPT. 12	ALBERT A. AXELROD	DEPT. 17	LEO R. FRIEDMAN
DEPT. 13	JOSEPH KENNEDY	DEPT. 18	SAMUEL E. YEE

ADULT ADVISORY BOARD

ARTHUR PETRI, PRESIDENT

CHARLES BLOCK  
VINCENT CALLAN

MONSIGNOR MATTHEW CONNOLLY  
(MRS.) AGNES NIGHTINGALE



A COMPARISON OF TOTAL CASELOADS  
AND AVERAGE CASELOADS PER PROBATION OFFICER

1961 - 1971

	<u>Total Caseloads</u>	<u>Average Caseload Per Probation Officer</u>
1961	5881	227
1962	6100	254
1963	5821	233
1964	6409	256
1965	6418	252
1966	7349	283
1967	7678	245
1968	8855	260
1969	9953	207
1970	12271	245
1971	15298	274

\* \* \* \* \*

RECOMMENDED CASELOADS

The California Youth Authority, an agency recommended by State law to set standards for both Adult and Juvenile Probation Departments sets 60 active cases as being the absolute maximum that can be successfully handled by a Probation Officer.

The National Council on Crime and Delinquency sets 50 cases as the maximum number that can be successfully supervised.

The President's Commission on Law Enforcement and the Administration of Justice recommends that cases for supervision by a Probation Officer be limited to 35.





The basic reason for the existence of the Adult Probation Department is to help the probationer to lead a life within the community, without threat to society and to ultimately free him from his criminal behavior and delinquent acts.

The tragic statistics on the preceding page indicates that apathy and neglect on the part of the entire community has completely negated any opportunity of this department to effectively perform its fundamental responsibilities.

In order to work effectively a Probation Department needs three things: First, it needs sufficient staff with proper facilities and tools. Second, it has to be able to give constructive aid to a probationer during critical periods. Third, it needs intelligent understanding on the part of the community as to what probation is all about. Unfortunately, the average citizen, while he thinks that criminals should be rehabilitated in theory, is inclined to exacting vengeance in practice. It is only when a family member or friend commits a crime that the average person looks toward rehabilitation rather than incarceration.

There should be no question as to the fact that probation has shown the possibilities of human redemption and human rehabilitation. We are constantly learning that the possibility of reforming lawbreakers instead of concentrating upon vindictive punishment can mean a great asset in terms of character development throughout the entire community.

Caseloads are still increasing, and the vast majority of those placed on probation are going unsupervised. Para-professionals and volunteers are being used, and hopefully a Federal grant presently under consideration will allow more extensive use of the latter group.

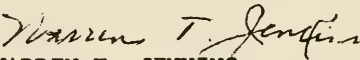
There is an obvious need to establish community offices for supervision units, with thought being given to the sharing of such space with other agencies within the city government that have similar interests, particularly in the area of prevention. The idea of several agencies using similar facilities is not new, and has been tried successfully in other counties. What would be new, in so far as San Francisco is concerned, would be the gathering together of agencies involved in the field of crime and prevention if only to discuss mutual problems. It is wholly unrealistic for this Department, the Courts, the



District Attorney, the Public Defender, the Police, the Sheriff, et al to establish policies within their own immediate jurisdiction that have serious impact on each of the other agencies without meeting regularly to discuss such problems. Efforts to schedule such meetings on a regular basis have thus far "died a-borning", but the importance seems so relevant in these times as to make it an absolute need.

Over-all, what can be anticipated in the immediate future, in so far as this Department is concerned, is difficult to determine.

However, it is safe to say that until this Department is given the tools with which to perform its basic functions it will be unable to save human beings from the unhappiness and defeat that comes to them and their families as they continue in their delinquent behavior and criminal acts.

  
WARREN T. JENKINS  
CHIEF ADULT PROBATION OFFICER



SUPERIOR COURT STATISTICS

Total Probation Grants:      2044

	<u>Male</u>	<u>Female</u>
Narcotics	624	65
Assaults	216	8
Car Thefts	126	2
Robberies	107	2
Burglaries	325	14
Thefts	194	14
Rapes	6	-
Manslaughter	24	2
Gun Violations	32	-
Attempts to Commit Crime	69	-
False Imprisonment	44	-
Checks	44	18
Others	102	6
Total:	1913	131

\* \* \* \* \*

On probation at close of fiscal year 1970:	3844	
Granted probation during fiscal year 1971:	2044	
Restored to probation during 1971:	45	
	<u>5933</u>	5933

Probation revoked during fiscal year 1971:	453	
Expired without change of plea:	670	
Terminated early pursuant to Sec. 1203.3 PC:	207	
Dismissed pursuant to Sec. 1203.4 PC:	253	
	<u>1583</u>	<u>1583</u>

Total Caseload under supervision at close of fiscal year 1971:	4350
--	------

\* \* \* \* \*

Caseload average per probation officer 1970:	212 (18 Prob. Off.)
Caseload average per probation officer 1971:	207 (21 Prob. Off.)



## MUNICIPAL COURT DIVISION

The staffing of the Municipal Court Division during the fiscal year 1970-1971 consisted of 20 deputy probation officers and 3 clerk stenographers. Two of the deputy probation officers are assigned to full-time Court services with the result that 18 deputies are assigned caseloads.

What with changes in the law that now allows felony charges to be reduced to misdemeanors in Municipal Court, grants of probation increased considerably as compared to the previous year. As of July 1, 1970 there were 5,899 persons under the supervision of this unit. By July 1, 1971 despite every effort to lower caseloads, 8,277 persons were being supervised.

Caseload averages rose from 328 to 460 per probation officer, by far the highest in the State, this despite the unit removing an average of 450 cases per month from the active roles through early terminations, revocations and normal expirations.

Obviously drastic steps will have to be taken unless there is a dramatic increase in staff for this unit. Under consideration is the idea of leaving unsupervised those persons placed on probation summarily, so that the staff can devote full attention to those subjects placed on probation following a pre-sentence investigation.

It is felt that a large majority of those placed on probation following a driving violation are done so primarily to give them time to pay the fine that is imposed by the Court. In cases such as those, it is not unlikely that they will be simply advised that the fine has to be paid within the period of probation and should the Court order not be complied with they will be returned to Court on a motion to revoke probation.

Each deputy assigned to this Unit could quite capably complete 12 pre-sentence reports each month and provide supervision for 125 cases. This would necessitate reducing the present total caseload to 2,250 with the balance of the 6,000 cases being handled either by Probation Assistants or clerks. No supervision in the accepted sense of the word would be possible for the latter number, but such a system would provide supervision to the cases that obviously warrant it and it would become possible to perform field work. The latter is a procedure that is virtually impossible to perform under the present conditions.





# MUNICIPAL COURT STATISTICS

Total Probation Grants: 7808

	<u>Male</u>	<u>Female</u>
Thefts	1030	216
Narcotics/Drugs	983	179
Drunk Driving	812	22
Vehicle Violations	644	84
Assaults	389	49
Disturbing the Peace	364	11
Car Thefts	214	3
Resisting	245	4
Credit Cards	180	27
Checks	136	55
Unemployment Insurance	152	19
Manslaughter	5	1
Prostitution	-	274
Others	<u>1463</u>	<u>247</u>
	6617	1191

\* \* \* \* \*

On probation at close of fiscal year 1970: 5899

Granted probation during fiscal year 1971: 7808

Restored to probation during 1971: 210  
8018

13,917

Probation revoked during fiscal year 1971: 1204

Expired without change of plea: 3170

Terminated pursuant to 1203.3 PC: 813

Dismissed pursuant to 1203.4 PC: 453  
5640

Total Caseloads under supervision at end  
of fiscal year 1971 8,277

\* \* \* \* \*

Caseload average per probation officer 1970: 328

Caseload average per probation officer 1971: 460



## FAMILY SUPPORT DIVISION

During the past fiscal year the Family Support Division has been marked by substantial change. Approximately 250 cases were closed over which, although absent father payments were being made through the Department, the department had no jurisdiction.

Faced with a large turnover in staff (over 200% in 18 months) and the attendant difficulties in providing training in the handling of the different kinds of referrals, the 2,500 cases in the Division were separated by category. Now, almost without exception, probation officers handle only one kind of case; i.e. criminal cases (270 PC), dissolution of marriage (4702 CC), voluntary District Attorney referrals (580.d W&I), and those matters pursuant to the Uniform Reciprocal Enforcement of Support Act.

During the year steps were taken to put the cases in the Family Support Division into the City's Electronic Data Processing System. The County of Sacramento provided its computer program and consultation without charge. Differences in the types of computers and in the nature of the San Francisco Probation and Sacramento procedures have created problems and slowed down the completion of the process of in-putting the cases and providing the hoped for increase in controls and savings of manpower. It is hoped and anticipated that these goals will be reached by the end of the current calendar year.

During the last fiscal year \$1,164,628.00 was collected from absent fathers. Of this amount, \$319,040.00 was collected for children receiving Aid to Dependent Children funds through the Department of Social Services. Although the amount collected from absent fathers during the 1970-71 fiscal year was some \$22,000 less than was collected in the 1969-70 fiscal year, the operation of the Division showed improvement. As noted above, approximately 250 cases of paying absent fathers were removed from the caseload. Assuming an average payment of \$40.00 per month on these cases, we are dealing with an annual amount of \$120,000. The reduction of this amount and the increase in unemployment as a result of the economic slump (more often than not the people we deal with are the "first fired and the last hired") indicates that efforts at enforcement have increased in effectiveness and results. It is anticipated that with the implementation of the electronic data processing program that further gains will be made and



FAMILY SUPPORT DIVISION (CONTINUED)

that we will achieve increased enforcement of child support orders and that the cost of the enforcement will be reduced.

FAMILY SUPPORT UNIT STATISTICS

Total Referral Grants: 1042

270 PC	83
139.5 CC	31
4702's	445
580d's	351
URESA's	<u>132</u>
	1042

\* \* \* \* \*

Under supervision at close of fiscal year 1970: 2474

Placed under supervision during fiscal year 1971: 1042  
3516

Removed from rolls during fiscal year 1971: 1004

Total caseload under supervision at close of fiscal year 1971: 2512



## SPECIAL SUPERVISION UNIT

### HISTORY

The Special Supervision Unit was established in April, 1968, and is composed of one Supervising Probation Officer, six Senior Probation Officers, one Senior Clerk-Stenographer and two Clerk-Stenographers.

### UNIT PROGRAM

State standards for the Probation Subsidy Program limit the number of probationers each officer may supervise to no more than 50 individuals, and require a classification system. The Unit utilizes the I-Level Classification System and Differential Treatment concepts it embodies. This requires the officer to draw up a written treatment plan which includes a description of the probationer's problems, the goals the officer and probationer set for themselves, the strategies and specific techniques to be used in reaching these goals. These plans are periodically reviewed and evaluated before appropriate changes are made.

The officers of the Unit develop new skills and techniques through both experience and involvement in a continuing program of in-service training.

A typical Special Supervision Unit probationer could be described as male, under 25 years of age, a member of an ethnic minority group, single, with less than a high school education, unskilled and unemployed or irregularly employed, no military service record, with a prior criminal record as a juvenile and/or adult who is on probation for a more serious offense, quite possibly drug-related, against persons or property.

### PROBATION SUBSIDY EARNINGS

Earnings under the State Probation Subsidy Program are based on the reduced number of commitments San Francisco County makes to the State Prison or the California Youth Authority.

San Francisco's earnings under this program for the first full year's participation, 1968-69, were \$612,000. Earnings for fiscal 1969-70 dropped to \$81,200. This was a result of changes in the earnings formula established by the State reducing the population figure used in the formula from 748,700





## SPECIAL SUPERVISION UNIT

### PROBATION SUBSIDY EARNINGS (CONTINUED)

to 706,900, and by a significantly higher number of commitments to State Prison and the Youth Authority from San Francisco.

As a result of the reduced earnings, San Francisco applied for and was granted emergency relief under provisions of the Probation Subsidy Program which enabled the Department to continue its participation.

San Francisco's 1970-71 earnings increased to \$242,368.

### CONCLUDING REMARKS

The Special Supervision Unit is currently in the process of securing a community office, and looks forward during fiscal 1971-72 to increasing San Francisco's earnings under the State Probation Subsidy Program.



SAN FRANCISCO WORK FURLOUGH PROGRAM

On July 1, 1970 the program moved its' operation from County Jail Number 1, Hall of Justice, to a converted city-owned building at 930 Bryant Street, thus increasing the maximum capacity of those enrolled in the program from twenty to seventy adult male offenders.

Statistically for the past fiscal year, the program achieved the following results:

<u>Applications received and processed:</u>	Superior Court	202
	Municipal Court	87
<u>Enrollments Total:</u>	338	
	Superior Court	126
	Municipal Court	55
	State Department of Corrections	157
<u>Net Earnings:</u>	\$222,190.25	
<u>Average Daily Earnings:</u>	\$18.01	
<u>Days Worked By Furloughees:</u>	14,937	
<u>Confinement Cost Collections:</u>	\$51,859.88	
<u>Total Disbursed For Family Support:</u>	\$41,128.08	
<u>Sum Distributed for Personal Expenses &amp; Savings:</u>	\$101,222.61	
<u>Total Paid Directly to Department of Social Services:</u>	\$2,556.00	
<u>Total Paid for Fines &amp; Restitution:</u>	\$2,208.30	
<u>Average Length of Time on Program:</u>	64 days	



FINANCIAL STATEMENT

Funds appropriated, expended and  
collections for fiscal year ending  
June 30, 1971:

APPROPRIATED: \$1,120,679.85

EXPENDITURES:

Salaries - Permanent	\$998,575.13	
Temporary	61,012.85	
Overtime	981.63	
Contractual Services	14,756.41	
Materials and Supplies	7,932.44	
Equipment	1,564.71	
		<u>1,029,823.17</u>

UNEXPENDED BALANCE TO GENERAL FUND: \$ 90,856.68

FUNDS COLLECTED:

Omitting to provide for families	\$1,164,628.58
Service Charge	5,406.85
Restitution	96,022.96
Fines	385,074.44

Work Furlough Collections	\$222,190.25	
Returns to General		
Fund	51,859.88	
Disbursed to families	41,128.08	
Disbursed to proba-		
tioner	101,222.61	
Disbursed to Social		
Services	2,556.00	
Fines & Restitution	2,208.30	
		<u>\$1,873,323.08</u>

FUNDS COLLECTED FROM STATE FOR  
OPERATION OF SPECIAL SUPERVISION  
UNIT: \$ 142,532.12



	Pre-sentence Reports	Grants Of Probation	On Probation 1970-71	Removed From Probation 1970-71 **	Caseload At Close Of Fiscal 1971
SUPERIOR COURT UNIT	2302	2044	5933*	1583**	4350
MUNICIPAL COURT UNIT	648	7808	13917*	5640**	8277
FAMILY UNIT	7		3516	1004	2512
SUBSIDY UNIT	14				159
	2971	9852	23366*	8227**	15298

\* Includes felony and misdemeanor cases supervised by Subsidy Unit.

\*\* Includes cases revoked, terminated early and normal expirations.















